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ABSTRACT

Offered here is a narrative survey of international approaches to training for social welfare. For the purposes of the survey, social welfare tasks have been defined as those which involve the improvement of social functioning and social relationships in meeting social needs at individual, group, or community levels. The study also encompasses manpower policies and provisions for social welfare tasks in all sectors of national development. Only developments of an innovating character were selected for consideration. The survey was concerned with new approaches and experiments to develop manpower for tasks at different levels, ranging from policy making, planning, administration, education and supervision, to a variety of field activities. The developments covered in the study took place principally during 1960-69. The main concerns of the study may be grouped according to: manpower policy for social welfare; organizing training procedures and resources; and realizing curriculum objectives. A chapter is devoted to each of these areas, and a concluding chapter is devoted to examining the significance of the expanding concept of social welfare and the implications of its developmental aspects against the background of the findings. (Author/JLB)

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New Approaches in Meeting Manpower Needs

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UNITED NATIONS

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Department of Economic and Social Affairs

TRAINING FOR SOCIAL WELFARE:
FIFTH INTERNATIONAL SURVEY

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UNITED NATIONS
New York, 1971

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PREFACE

The United Nations has been conducting surveys of training for social work in accordance with the Economic and Social Council resolutions 1139 (XLI) and 1406 (XLVI). These surveys have so far resulted in the adoption of varying approaches to the study of education for social work in different countries. The first 1/ and second 2/ surveys dealt primarily with courses of social work organized at the undergraduate and graduate levels. In the third 3/ survey problems of training for social work were analysed and assessed particularly in relation to content and methodology. The fourth 4/ survey tried to identify some significant developments and trends in training for social work at all levels, including training of auxiliaries and in-service training.

The fifth survey represents a departure from the earlier in this series in two ways: firstly, the emphasis here is on new approaches, experiments or innovative attempts in training personnel for social welfare as distinct from the four general surveys of development in the field of training made previously; secondly, the study is not confined to social work training as usually understood but to the training of personnel for social welfare, thus extending the field of study to training institutes in social welfare. A number of important considerations prompted this departure.

In 1965, a report on the Reappraisal of the United Nations Social Service Programme (E/CN.5/AC.12/L.3/Add.1) was prepared for the ad hoc working group on social welfare appointed by the Social Commission. Though this was done specifically with reference to only a small number of countries that were visited, the study was also based on reports from other countries receiving United Nations assistance in social welfare. While, on the whole, this report emphasized training as a very important factor in the contribution that social welfare makes to national development, it questioned the effectiveness of existing training programmes and called for newer approaches to training, more realistically in keeping with national needs.

The Secretary-General, in his report on "The training of social welfare personnel" (E/CN.5/AC.12/L.6) to the Social Commission's ad hoc group the same year, recommended: "In order to strengthen the United Nations assistance to Governments interested in systematic study and experimentation in new approaches

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1/ Training for Social Work: An International Survey, (United Nations publication, Sales No.: 50.IV.1).

2/ Training for Social Work: Second International Survey, (United Nations publication, Sales No.: 55.IX.9).

3/ Training for Social Work: Third International Survey, (United Nations publication, Sales No.: 59.IV.1).

4/ Training for Social Work: Fourth International Survey, (United Nations publication, Sales No.: 65.IV.3).

to training, and in order to assemble information relevant to the development of international welfare policy, the Commission may wish to have this area in mind in determining the focus for the Fifth Survey of Training for Social Work. In the opinion of the Secretary-General, intensive study over a four year period aimed at the development of a new outlook on social welfare training, including training for social work, would offer possibilities for a more constructive and timely contribution to achievement of the objectives of the Development Decade than another descriptive survey of training development."

The change of emphasis from training for social work to training of personnel for social welfare brings the relationship between social work and social welfare closer. Previously, social work was recognized as the principal method of implementing some of the welfare provisions particularly those calling for remedial or preventive services (other than health and educational services). Today, however, several other professions and disciplines are involved in the development and implementation of social welfare programmes. It was felt that with reference to the needs of national development, a look at manpower for social welfare would better reveal the developing role of social welfare and the new approaches to training being elaborated in different parts of the world as distinguished from training programmes which are confined to the traditional practice of social work. It has been attempted to make the study specific and meaningful in terms of social welfare training, as well as manageable in size. For this, careful definition and delimitation of the subject under study were essential. This aspect is discussed elsewhere in this Introduction under the heading "Nature and scope of the survey".

Finally, reference must be made to the Proceedings of the International Conference of Ministers Responsible for Social Welfare, which took place in September 1968. In the recommendations of this conference the importance of meeting manpower needs for social welfare was recognized and duly emphasized. In this context it was suggested that "new experiments and training innovations and regional co-operation among social welfare training institutions should be encouraged." 5/ This study was conceived as an attempt to answer, however partially, that objective and it is hoped that it may lead to further progress in this field.

Many persons have collaborated for the preparation of this report. Our thanks are chiefly due to the following: the respondents who so willingly supplied data; the International Association of Schools of Social Work who collaborated closely with the Secretariat; the United Nations regional economic commissions and offices in Africa, Asia, Europe and the Middle East; and the consultants employed specially for this study, to supply information about developments in their own country or region and to whose reports frequent reference has been made; they are Mr. Kurt Reichert in the United States of America, Miss Luz E. Rodriguez in Panama, Mr. Seyoum Selassie in Ethiopia, Miss Ludmila Vavrová in Czechoslovakia, Mr. A.K.S. Yadava in India and Dame Eileen L. Younghusband in the United Kingdom. Some of them provided willing and valuable assistance at various times during the project, upon request, Consultants are referred to as special correspondents, to avoid confusion with the United Nations consultants in the field. The final analysis and report has been prepared by the Secretariat of the United Nations.

5/ Proceedings of the International Conference of Ministers Responsible for Social Welfare (United Nations publication, Sales No. E.69.IV.4), p. 21.

INTRODUCTION

The need for innovations

It is generally accepted that in many parts of the world the development of social welfare has reached a critical stage. As a result of the rapid increase of population, important demographic changes have taken place. Especially noteworthy is the high proportion of youth in the total population. The rising expectations of these youths have been a factor of major importance in many countries and in order to meet them a wide range of social development programmes are necessary. Many countries find it difficult to establish or maintain such programmes, however, since the economically productive members of the countries constitute comparatively smaller numbers. Urbanization and industrialization, though necessary in themselves, have brought about, as a result of unplanned migration, a lack of community cohesion and other unanticipated, and undesirable consequences. Unemployment, underemployment, shortage of housing or sub-standard housing, inadequate facilities for health, education, and welfare afflict most countries of the developing world, both in the urban and in the rural areas.

In view of this situation and in the light of the experience of the First Development Decade, the United Nations, in its proposals for the Second Decade, has stressed the need for "pervasive social reforms and institutional changes in developing countries to create an environment conducive to rapid development.... It cannot be overemphasized that what development implies for the developing countries is not simply an increase in productive capacity but major transformations in their social and economic structures". 1/ Authorities responsible for sectors of development other than that of social welfare are no doubt also involved in responding to this challenge. In this context, the training of personnel for the planning and implementation of social welfare programmes and also for the basic formulation of policies for such programmes, assumes an importance which is increasingly realized by many countries. Social welfare has been recognized as having a crucial part to play in ensuring that the social objectives of national development be kept in focus at many regional conferences held under the auspices of the United Nations, including the Conference of Ministers Responsible for Social Welfare held in 1968.

In this study of new approaches to training of social welfare personnel, it is assumed that the impact of developmental strategies and the need to meet the conditions outlined in the preceding paragraphs, must affect the training system in several significant ways. However, change may be slow due to certain conditions prevailing in developing countries such as the slow acceptance of social work as a profession and the lack of resources to launch any extensive training programmes to meet social welfare needs. How is social welfare training

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1/ Towards Accelerated Development, Proposals for the Second United Nations Development Decade (United Nations publication, Sales No.: E.70.II.A.2), page 5.

undertaken in cases where an effort is made to respond realistically to the problems of the nation at large? For what functions in particular are training programmes designed? How are such training programmes organized and implemented? A study of innovatory measures, it was thought, would indicate the way in which such questions were being answered.

Innovations are, in general, a reflection of a quest for ways to meet needs more satisfactorily. A study of new approaches in social welfare training would therefore indicate the nature of problems facing training in this field and the attempts made to overcome them. Such a study could induce countries to share their experiences and to initiate efforts in order to find new ways of overcoming training problems in the field.

The findings of the survey could also be useful in determining the orientation of future assistance on the part of the United Nations itself and help to strengthen international co-operation in social welfare. It is likely that information on new approaches and experiments will help to identify the priority areas for further international assistance, in keeping with national concerns. Such information will also help to determine the nature of international and regional co-operation most likely to provide effective support for efforts at the national level.

Social welfare in the context of the survey

With the change in approaches to national development in a number of countries, new roles for social welfare emerge. As the social objectives and components of development are formulated, social welfare programmes tend to be seen as an integral part of the over-all development strategies. With the emphasis on its preventive and developmental functions, social welfare is no longer limited to a segmental or residual role to be discharged in a narrow field of activities, as in the past.

These growing dimensions of social welfare have been recognized at several national and international meetings. It may be pertinent to refer at least to statements made at two such meetings held under the auspices of the United Nations. At the Interregional Expert Meeting on Social Welfare Organization and Administration, in 1967, social welfare was described as an organized function which "is regarded as a body of activities designed to enable individuals, families, groups, and communities to cope with the social problems of changing conditions. But in addition to, and extending beyond the range of its responsibilities for specific services, social welfare has a further function within the broad area of a country's social development. In this larger sense, social welfare should play a major part in ensuring that the human and material resources of the country are effectively mobilized and deployed to deal successfully with the social requirements of change and thus contribute to nation-building." 2/ At the Conference of Ministers Responsible for Social Welfare the developmental

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2/ Report of the Inter-regional Expert Meeting on Social Welfare Organization and Administration. (United Nations publication, Sales No.: E.68.IV.8), p. 7.

aspects of social welfare as distinct from and in relation to preventive and remedial social welfare, were emphasized within the framework of national planning. "Social welfare, whatever the precise meaning given to its function and programmes in different States, was an essential component force to such development objectives. Its contributions were manifold. They could be characterized as developmental, preventive and remedial. They might also be supportive to other services. Those functions, however, were not disparate. They reinforced one another, and at any one time a given programme might embody several of those characteristics, but the emphasis given to those functions would vary within countries and in the same country at different times. To achieve an appropriate balance, social welfare policy needed to be consciously wrought, within the framework of total national planning.

The development function in social welfare gave recognition to the place of man in development. It was fundamentally engaged in the development of human resources, including the strengthening of family life and the preparation of people, especially children and youth, to improve their own lives as they contribute to national development. Social welfare contributed its particular expertise to planning and to the formulation of social policy, including the design of needed legislation. Its programmes aided in constructive forward movement to desired social and economic progress by stimulating co-operation, participation and the acquisition of patterns of life consistent with such movement, for instance, by community development activities and improving the social and cultural infrastructure." 3/

Actually it is no easy task to try and define social welfare particularly when it has different connotations, both in concept and in practice in different countries. As far as possible, however, both a theory and a working definition of social welfare have to be formulated, in order to serve as a guide to the discussion of what pertains to social welfare, particularly when social welfare planning is increasingly regarded as a necessary component of planning for national development. 4/ In view of the limitations with which this task is fraught, an attempt is made here to identify the most important characteristics of social welfare particularly as they relate to national development and are relevant to the purposes of this study. This is to be regarded as no more than an expansion of the concepts already expressed in the reports of meetings mentioned earlier.

Social welfare concerns itself with those activities which improve the social functioning of people as individuals, as members of families, or of other social groups, or as they relate to the society at large.

While other sectors or disciplines such as health and education may also be contributing to social functioning, social welfare may be distinguished from these related sectors by the holistic and integrated approach it adopts for the

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3/ Proceedings of the International Conference of Ministers Responsible for Social Welfare (United Nations publication, Sales No.: E.69.IV.4), p. 6.

4/ See Social Welfare Planning in the Context of National Development Plans (United Nations publication, Sales No.: E.70.IV.11).

solution of problems of human behaviour, for meeting needs and in dealing with people and institutions in relation to each other. Social welfare attempts to meet such needs more directly than do related sectors, which are concerned with equally important ends, as, for example, health which concentrates on physical well-being, or housing which concentrates on shelter, or education which is concerned with teaching for achieving mental growth, socialization and acquiring needed basic knowledge and skills. While such related activities may ultimately lead to better social functioning, their immediate objectives are different from those of social welfare which is directly concerned with the sum of those activities. The field of social welfare may then be regarded as a complex of institutions, services and processes delivered through specific programmes to meet the needs of people in a manner that is socially satisfying and conducive to better social functioning.

Social welfare acquires developmental characteristics when it is considered that besides its preventive and remedial functions it is also required to create a milieu, suitable for the development of potentials and the conditions for improved social functioning. The formulation of objectives, the planning and organization of content, the integration of the welfare programmes with other sectors and the administration and implementation of such programmes calculated to foster growth and development all combine to give social welfare its developmental characteristics.

It is evident that developmental social welfare has to be intersectoral in its planning and execution. Planning for social welfare should involve representatives of the different sectors of development where social welfare roles and functions are identified and agreed upon. It may be carried out within a national context in deciding on allocations taking into consideration priorities, strategies for balanced and optimum development, economic use of resources and in the framework of the philosophy and policy of the Government. Co-ordination of all these elements is necessary before a Government decides to implement a social welfare programme. Such an intersectoral approach will doubtless call for new patterns of social welfare intervention with significant implications for training.

It is hardly necessary to say that the field of social welfare is not the monopoly of what is considered as professional social work. The latter has brought together a body of skills and knowledge derived from several disciplines, for the solution of social problems. It may be claimed that social work has developed professional methods and thus made a notable contribution to the task of promoting social welfare. This was achieved mainly through training, research, planning and the administration and implementation of social welfare programmes. Training for social development and for social planning both in developing and in developed countries has been given in schools of social work which are a far cry from the schools of ten years ago which were casework oriented. In the context of national development, social welfare goals are expressed and programmes are implemented, chiefly by staff graduating from these institutions in the fields of community development, housing, health, agriculture, co-operatives, etc. On the other hand, it must be added that the schools of social work seem to have been able to broaden their field of vision due to the experience and challenge offered by community development, social planning and social change in general.

If such are the characteristics of social welfare and of social work practice, they must lead to a profound reappraisal of the system and of the processes of training personnel for social welfare.

Nature and scope of the survey

Area of inquiry

It was hoped that in the context of social welfare as described in the preceding paragraphs a study of innovations in training would reflect the nature of the response to the changes taking place in the social system.

For the purpose of the survey, social welfare tasks have been defined as those which involve the improvement of social functioning and social relationships in meeting social needs at individual, group or community levels. Such tasks consist of providing services in order to meet social needs or solve problems; foreseeing the emergence of such situations and taking preventive measures against their occurrence; helping to create conditions conducive to social development.

In the course of this study it is hoped to encompass manpower policies and provisions for social welfare tasks in all sectors of national development. Some of these tasks may be the concern of governmental or other agencies, active primarily in the social welfare field. In other instances, they may be performed as secondary activities by agencies concerned with health, education, housing, or even industrial or agricultural development and land reform.

Some guiding criteria

The information gathered for the survey included the broad area of social welfare manpower policies and training. Within this area, however, only developments of an innovating character were selected for consideration.

The survey was concerned with new approaches and experiments to develop manpower for tasks at different levels ranging from policy making, planning, administration, education and supervision to a variety of field activities for the delivery of services. The developments covered in this study took place principally, though not exclusively, during 1960-1969.

It was difficult to indicate in the clearest terms what exactly could be considered as a new or an innovative approach. On the whole, if the development reported could be regarded as a significant departure from known practices or procedures in the field of training for social welfare (as for instance the way old or emerging training problems were overcome) it was considered relevant for the study.

Methods of procedure

For reasons beyond control, it was not possible to send out a structured questionnaire covering the areas of inquiry. However, the following alternatives were adopted:

(a) A circular letter was sent embodying the areas of inquiry to (i) all schools of social work affiliated with the International Association of Schools of Social Work; (ii) schools or institutions of social welfare, social development or community development (whether government, university or voluntary) not affiliated with the IASSW. The first group was approached through the co-operation of the IASSW. The second group was approached mainly through the United Nations experts and social development staff of the Regional Commissions. The circulars were sent out in English, Spanish and French. In some cases a second stage of inquiry was undertaken to obtain further information from the same respondents. It was hoped that this approach would invite responses from as many training institutions as possible, regardless of the operating auspices or length of the training programme.

(b) Information was obtained from regional offices and advisers in the field, some of whom were met in person either at their own location or during debriefings at Headquarters. It may be added here that there was no provision for travel to any countries selected on a sample basis and reporting new developments.

(c) A report on new training developments was solicited from consultants in Czechoslovakia, Ethiopia, India, Latin America, the United Kingdom and the United States. It is only in the case of the latter that information from the region was also obtained in addition to the consultants' own country which in this case was Panama. (Acknowledgement is given to these and other sources in the preface to this survey.)

(d) Information from available published reports and current literature.

Through these methods it was hoped to collect as much data as possible. No attempt was made to select respondents except in the third category. In that case it was thought that countries which were chosen would also reflect some of the problems and developments encountered in their neighbours. No special criteria were adopted for such a selection. Resources did not permit the use of additional consultants in this manner, though this was desirable.

The response

Responses were received from over 130 sources representing thirty-eight countries. Over 300 letters of inquiry were sent out to possible respondents. This does not include information obtained from individuals interviewed personally. With reference to the letters of inquiry, there were two problems which affected the data collection. In the first place, it was difficult to communicate and interpret the concept of innovation. Not unexpectedly, various interpretations were given. Consequently not all the information supplied was relevant to the subject of the survey. It was also found that a good number of the cases reported were in the early stages of development and could not be evaluated. Nevertheless, most of this information was regarded as useful in helping to identify what was suggested as a new approach and to understand the background in which such innovations took place.

Secondly, the very methods adopted for data collection set some limitations which had to be contended with. While, on the whole, some very worth-while data was received which constitutes the bulk of this study, the report could have been appreciably improved if the selected responses to the inquiries could have been followed up by an on-the-spot evaluation.

Notwithstanding the above limitations, this may be regarded as an important initial attempt to find solutions to the problems raised in the study. It is hoped that the next survey in this series may continue this approach and enter into a wider and deeper exploration of some of the innovations reported here.

It may be interesting to mention that, at the time of planning the survey, it was thought that innovations may be more readily forthcoming in countries where resources for manpower training are small. It was expected that such countries would be challenged to innovate. In reality it was found that the old notion that necessity is the mother of invention was not necessarily true. There were countries in the developing world that had a serious lack of resources. Among them some had impressive innovations to their credit, others simply did not. In some European countries and in the North American continent, where resources were at least available in the larger system if not in social welfare itself, innovations were even more prevalent than in the countries with fewer resources. No easy generalizations seem to be possible. Apparently there were several other significant variables which accounted for this situation. Though this is not the subject of the study, it may be generally surmised that leadership, organization, the impact of international developments or assistance, and certain precipitating factors sometimes relevant and and at other times incidental to the problem, were responsible for the presence or absence of innovations.

It may be appropriate to add that a study of the conditions which encourage innovations essential for promoting change, would be a profitable field of exploration with reference to training for social welfare.

Main findings

For greater convenience a brief outline of the main findings of the survey is presented below as drawn from chapters I, II and III which contain the details with respect to these findings. Some concluding observations arising from these findings are to be found in chapter IV.

Manpower policy for social welfare

(a) attempts to formulate policies with reference to the number of personnel needed for specific welfare programmes within a specified period of time;

(b) assessment of social welfare functions as a basis for estimating personnel needs for social welfare programmes;

(c) setting up of structures for studying manpower needs and establishing standards and procedures for the development of social welfare manpower;

(d) special measures taken to ensure the development and use of needed manpower for social welfare, e.g. financing policies, legislation, or employment policies.

Organizing training procedures and resources

(a) recruitment policies and measures to ensure the availability of personnel for needed areas: (i) for meeting local needs through local training facilities, locally directed recruitment and through local curriculum orientation; (ii) recruitment policies aimed at special groups such as minorities, or recruitment by sex according to the specific needs of a situation; (iii) the early introduction of social work courses into university programmes to induce enrolment;

(b) centralized intra- and inter-regional training to economize on training resources and to multiply training opportunities within the countries in order to serve as wide a region as possible, and planning at an international level to serve several countries within a region;

(c) diversification of training levels as a departure from earlier established levels, and the attempt to make such training levels (including training of volunteers, indigenous workers, and social welfare consumers) part of an integrated training plan to facilitate mobility from one level to another the increasing role of higher education in such training;

(d) accelerated training programmes for increased manpower availability; extended facilities for training outside regular periods; re-training opportunities for re-entrance into social welfare;

(e) sharing of resources and mutual service arrangements by institutions to economize on training effort and meet training needs more satisfactorily.

Realizing curriculum objectives

(a) student participation with faculty and alumni in changing goals and methods of social work education; student responsibility for teaching;

(b) realizing multiple objectives in meeting training and community needs;

(c) expansion of field training to include a wide range of experiences and new skills reflecting all aspects of the curriculum;

(d) increase in the development of local teaching materials to meet local needs;

(e) increasing use of audiovisual aids for more specific training and greater diffusion of curriculum objectives; the use of correspondence courses to supplement training;

(f) adaptation of new teaching methods such as sensitivity training or individualized field learning to ensure more effective realization of curriculum objectives;

(g) increasing incidence of the training of trainers ranging from full-time university training to special sessions for shorter periods of time;

(h) curriculum change for new roles and functions such as social policy making and social planning (family planning, community resettlement);

(i) increasing use of social welfare knowledge and skills in the training for other professions and services;

(j) attempts to integrate social work methods of intervention, instead of confining teaching to one or two methods taught as separate entities;

(k) evolving of a curriculum content more consonant with developmental goals and programmes requiring appropriate knowledge, and of intervention strategies;

(l) response to the need for an intersectoral social welfare approach through attempts at interprofessional and interdisciplinary training and practice.

Plan of the report

Owing to the difference in the types of reports received from the consultants and because of their total length, it was not possible to publish them in full, together with this report on the survey. However, relevant parts of the consultants' reports have been included in the various chapters and referred to as coming from the special correspondents. In some cases where the passages are important enough for further consideration, they are included in the Appendices.

As indicated in the Contents the remaining chapters of this report which cover the findings have been divided into three parts: national development and manpower policies for social welfare (chapter I); planning and organizing training procedures and resources, (chapter II); realizing curriculum objectives (chapter III). A brief review and analysis is presented at the end of each chapter. Some observations are based on the comments of the respondents or those of the special correspondents.

In chapter IV, an attempt has been made to examine the significance of the expanding concept of social welfare and the implications of its developmental aspects discussed in the Introduction against the background of the findings. The relevance of these findings with reference to manpower policies, for curriculum development, international assistance, and the need for further study, are discussed.

I. NATIONAL DEVELOPMENT AND MANPOWER POLICIES FOR SOCIAL WELFARE

The concept of manpower for social welfare is itself a new one. It has to be admitted that until very recently, training for social welfare in the large majority of countries was not even considered a matter of importance; still less has the question of planned manpower led to the establishment of professional training institutions; and hardly ever has manpower for social welfare been considered a matter of sufficient importance to deserve a place in the national plan. In fact one can go further and say more simply that manpower planning in general has only very recently assumed national importance and the concept of manpower for social welfare is a very late development in a few countries.

The request for information pertaining to manpower for social welfare, in a large number of cases evoked the response that the question had yet to be raised as a seriously felt issue though it was agreed that it was an important one. In dealing with the limited response to this question an attempt was made to understand the different ways of expressing the need for social welfare manpower. The results of this inquiry have been arranged into four categories: (a) the formulation of manpower policies for social welfare in a national context; (b) the assessment of social welfare functions; (c) structuring for manpower planning; (d) supportive measures to facilitate manpower utilization.

There were no cases where all these four measures were consistently put into effect, though some countries had developed a number of them more than others. They are all no doubt, important aspects of a manpower policy. The items are not presented in any order of importance. In fact it may be said that measures covered under (b) or (d) may assume more importance than those grouped under (a) which in many cases may yet have to be implemented. Nevertheless all these elements represent a significant step towards a manpower policy even if they still need to be put into effect. The references are to all levels of training whether professional or non-professional, short-term or long-term training, under government, university or other auspices. It must also be noted that the four categories are interdependent but for the purpose of analysis it has been useful to consider these expressions of manpower for social welfare as four different aspects where in fact this was done by the countries concerned. Reference to sources of information, where available as published reports, has been made in foot-notes; where no foot-notes appear, the information may be regarded as coming from the respondents only.

It is necessary to keep in mind that the following are examples resulting from the survey. It is, no doubt, likely that there are several other projects related to one or more aspects of manpower formulation, assessment, structural arrangement, or support for social welfare manpower at professional, non-professional, and different educational levels.

Formulation of manpower policies for social welfare in a national context

The cases grouped under this category are examples of attempts to formulate at least some aspects of a manpower policy having reference to a specified number of personnel for a particular period of time and for carrying out various types of social welfare activities already identified. These cases also show attempts to formulate a manpower policy for the country as a whole, made by the Government, as part of its plans, or instigated by the Government outside the national plan, or by voluntary bodies working at the national level.

Iran 1/ seemed to be the only country in Asia which had estimates of personnel needed for social welfare at all levels of the country's welfare service programmes. These were included in their Five-Year Plan with definite provisions for implementing the Plan. In the Fourth Plan, Iran had made provisions for 850 social workers at the graduate and postgraduate level, for 1,400 persons in fields pertaining to welfare activities at the post-secondary level of education, and for 1,300 at the secondary school level and for the expansion of research in the field of social problems. The personnel to be trained were to work primarily in the fields of child and family welfare, welfare of children without parents, rural welfare and the welfare of other special groups. It was mentioned in the Plan that as the expansion of welfare services would depend on the availability of technical and specialized personnel, on-the-job training as well as the training of new entrants would be pursued. According to the latest reports available on the evaluation of the first year's results, this initial effort had taken longer to implement than had been projected. It is hoped, however, to improve on the implementation procedures on the basis of the experience gained.

The First National Development Plan of Zambia 1966-1970 2/ contains provisions for the utilization of trained personnel in every district within the country, through the offices of the Ministry of Labour and Social Development. According to manpower projections for all government projects, 215 unskilled workers and 534 skilled workers are indicated for the period of the plan. Estimates and recurring costs are given for training, salaries, service projects and for the buildings needed to house the programmes. The items under training for social welfare and youth are listed as Youth Service Corps, Citizenship College, Rural Youth Work and Training, Urban Community Development Training, Schools for the Blind, Farm Training and Settlement.

Chad 3/ has made similar provisions of 106 workers for the period 1966-1970 in training personnel to man the existing social welfare institutions.

In Botswana the present activities of the Community Development Department are based on approximately thirty Community Development Assistants in the field, supervised by four Assistant Community Development Officers. The long-term objective is to have one Community Development Assistant per 5,000 people. The

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1/ The Imperial Government of Iran, "Plan organization", Fourth National Development Plan, 1968-72 (Teheran, 1968), pp. 313-330.

2/ Zambia, Office of National Development and Planning, First National Development Plan, 1966-1970 (Lusaka, 1966), pp. 282-283.

3/ Ministère du plan et de la cooperation, Premier plan quinquennal de développement économique et social, 1966-70, pp. 247-248.

target set in this national plan is to double the present field staff within five years. This will give an approximate coverage of one Community Development Assistant per 10,000 people. 4/

Burma, in its Second Four-Year Plan of 1961-1965, included estimates for the training of fifty persons annually at the Social Welfare Training Centres, to cope with the increase in services in the community development programmes. Social welfare training centres for at least 2,500 voluntary leaders were to be opened in eighty-eight townships. 5/

Uganda has made projections of manpower for social development for the period 1968-1971 to be carried out by the Ministries of Culture and Community Development, Labour, Internal Affairs, Urban Welfare Services, and Voluntary Agencies. The total number of social welfare personnel needed has been estimated at 967. Details of educational levels needed are included in these projections with an emphasis on increasing the number of supervisory personnel to direct service workers in the field.

Ethiopia's manpower projections for social welfare and community development for the period 1960 to 1965 included, among others, eighty-two trained social workers of which twenty-two were at the undergraduate level.

Pakistan's Five-Year Plan of 1955-1960 included some policy statements for ensuring the availability of trained personnel for social welfare. "Sufficient provision for social welfare training must be made... measures should combine to establish a corps of qualified workers upon which can be based a constructive programme of social welfare." Later, in the Third Five-Year Plan (1965-1970), a 100 per cent increase in training of social workers for social welfare agencies and related fields of activity is outlined. In order to provide personnel for lower-category jobs and others who would serve as feeders to colleges and university departments, social work is to be an elective subject at an increased number of colleges. Specific centres for training personnel in collaboration with the universities are also to be set up. Nearly 2,000 workers are to be trained in this way to man programmes in social welfare, family planning and related fields.

Though India has never actually implemented its policies uniformly at a national level, the problem has been given much thought and consideration in connexion with the country's Five-Year Plans. It was admitted that accurate forecasting was not possible due to the absence of precise data on staffing patterns of social welfare programmes and patterns of development programmes for welfare envisaged under the 1961-1966 Third Five-Year Plan. In 1965, a special committee assessed the manpower requirements for the Fourth Five-Year Plan. This Committee made recommendations for 1,800 senior supervisory workers, 3,400 at the intermediate level, and 11,000 at the field level. The positions to be manned included family and child welfare, welfare of the handicapped, social defence, welfare of slum dwellers and youth welfare. A separate assessment of psychiatric social workers was also made. It was estimated that during the Fourth Five-Year

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4/ Botswana, National Development Plan 1968-1973 (Gaberones), p. 63.

5/ Second Four-Year Plan for the Union of Burma, 1961-1962 to 1964-1965 (Rangoon 1961), p. 166.

Plan the total numbers of personnel for medical social work, psychiatric social work and medical social work aides needed, would be 465, 200 and 1,000 respectively.

A study carried out in the West Indies showed that approximately 485 social work posts in twenty-five different settings exist in Jamaica today. The survey indicated that 60 per cent of the posts are available to persons who either have, or will have to acquire on-the-job community development and group-work skills, while a further 6 per cent of the posts demand primarily community development skills but have a group-work component. 3.3 per cent of the posts require persons knowledgeable in group work and 28 per cent are for persons who practise case work, although nearly half of the latter group require skills in one other method. 1.3 per cent of the posts demand persons who are knowledgeable in all three major methods. The remaining 1.3 per cent of the posts are in teaching and/or administration.

In Norway, the Ministry for Church and Education took the initiative in conducting three studies with a view to understanding the need for manpower in social welfare. These studies were: (a) a survey of social workers with an analysis of the needs for the 1960s; (b) a survey of in-service arrangements; and (c) a survey of the job attitudes of social workers. On the basis of these studies it was found that 1,000 social workers had to be trained in the period 1960-1970. It was assumed that 700 new posts would have to be established in fields usually filled by social workers. At the end of 1968, about 630 had been trained altogether.

The Ministry of Culture, Leisure and Social Work in the Netherlands gave attention to the need of manpower for 1975 and forecast an increase of 80 per cent enrolment in the social academies on the basis of 1968 needs.

The Social Committee of the Health Council at the National Assembly of Czechoslovakia stipulated in 1966 an increase in the numbers of social workers for the legal protection of children and youth. This committee estimated that there should be one social worker for 30,000 citizens, one for every 4,000 aged persons, and one for every 3,000 persons with serious problems of adjustment. It was calculated that by 1980,3,400 social workers would be needed. Of this number, 10-12 per cent or 400-500 were to be at the baccalaureate level discharging social policy functions.

In the United Kingdom, the Seebohm Report 6/ recommended that all the social work elements in different local authority departments should be brought together in one comprehensive social service providing a community-based, family-oriented service, available to all. It suggested that in each local authority, teams of at least ten-twelve social workers would be sufficient to serve populations of 50,000 to 100,000. On this basis over 30,000 workers were needed for the 48.5 million population living in England and Wales in 1968. These figures did not include headquarters staff in the services, nor social workers on probation, after-care, or the hospital services, in youth and community work. The Committee

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6/ Report of the United Kingdom Committee headed by Frederick Seebohm, appointed in December 1965 to review the organization of the local authority personal social services in England and Wales, and to recommend desirable changes. See Report of the Committee on Local Authority and Allied Personal Social Services, Cmmd. 3703, H.M.S.O., London, July 1968.

considered it essential that a central government department, in co-operation with the proposed central advisory council, should be responsible for making such estimates, for keeping them under continuous review and for planning training resources, including field work training over a given period, so that, at a reasonably appointed date, it should be possible to ensure that all untrained entrants shall receive appropriate training.

There has been an increasingly significant commitment to the development of a manpower policy for social welfare on the part of key institutions in the United States. The Department of Health, Education and Welfare set up a Task Force on Social Work Education and Manpower in 1963. Its report published in 1965 "Closing the Gap in Social Work Manpower" 7/ became the first major national report recommending a manpower policy for social welfare. The President of the United States publicly recognized the critical shortage of social workers in a message to Congress in 1966. For the period 1969-1973, manpower needs have been estimated at 600,000, comprising 100,000 professional social workers, 300,000 social welfare workers with undergraduate degrees, and 200,000 social service technicians with less than college education. 8/

In all the above cases there has been an attempt to think in terms of social welfare manpower at a national level. In some of them, the numbers hardly indicate the country's real needs but they do reflect the reality of limited resources. On the other hand, some of the figures represent only projections which need to be revised in relation to other competing needs for national allocations. Except where it has been explicitly stated, it is not known how many of these policies or plans have been actually implemented. What is significant for our purpose here is that the countries concerned have begun to think in this direction of placing needs for social welfare manpower within the national context.

The information reported under the category of manpower formulation may be considered as a reflection of government responsibility for social welfare not merely for carrying out specific welfare programmes as in the past, but as an expression of a stronger commitment for the integration of social welfare with developmental strategies within the national framework. It marks the point in the case of the developing countries where social welfare is regarded as being one of the means used to accelerate development as well as to ensure, strengthen and maintain the social development goals of economic progress. In the case of the developed countries, such a commitment may indicate the recognition of the need to co-ordinate more closely programmes which have grown sectorally under state or even voluntary auspices and to accept a stronger national responsibility for them. In both worlds these attempts point the way towards greater intersectoral co-operation and the need to approach social welfare, planning, implementation and training as interdependent activities.

It is perhaps understandable why so many of the developing countries have addressed themselves to the question of social welfare manpower in the framework of national planning. These are comparatively new nations, in the process of forging

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7/ United States Department of Health, Education and Welfare: Closing the Gap in Social Work Manpower, Report of the Departmental Task Force on Social Work Education and Manpower, Washington, D.C., 1965, p. 3.

8/ See "United States Report to Conference of Welfare Ministers", 1968, (E/Conf.55/7/Add.6), p. 30.

new institutions and organizations, which place them on the road towards mature nationhood and a more fully developed economy. While social welfare commands interest as a worth-while strategy for achieving other development objectives, most of the developing nations have not been able apparently to carry through the implications of such manpower policies consistently. Progress has been slow, or further implementation, postponed due to lack of resources and more pressing priorities. Support for social welfare has been weighed against economic development goals and the former has been reduced considerably. The need for the social prerequisites and the infrastructures of development is a recurring theme and the fact that national recognition of the problem has been achieved in the case of these countries signals hope for the implementation of the earlier commitment.

Among the developed countries, politically older nations have inherited certain bureaucratic practices which make the implementation of manpower policies for social welfare difficult. The observations of the special correspondent from the United States provide a good illustration of some of the problems which retard policy formulation and which have to be overcome before social welfare could emerge as an integral and essential component of national development.

Social welfare has emerged as an essential and integral component of national development. An important task force on social work education and manpower in the United States Department of Health, Education and Welfare, reporting in 1965, attributed this to several major factors: the complexities of contemporary society which require institutionalized methods of facilitating social adjustment and of intervening in social dysfunction; the steadily rising level of expectations of the general population that has brought about greater demand for the utilization of social welfare services by all socio-economic groups; the aspirations for full political democracy and universal educational opportunity which demand social services to cope with community and individual problems arising from discrimination, deprivation and ignorance; and the development of scientific knowledge which has added impetus to the development of social programmes. Important legislation creating or expanding progress of social welfare has been enacted during this decade in almost every session of the United States Congress and in many State legislatures. Emphasis in legislation has been on basic provisions in such areas as income maintenance, employment, vocational education, urban renewal, health, mental health, day care; the rights of ethnic and racial minorities; the creation of opportunities for the disadvantaged to participate in bureaucratic and political decision-making processes; the strengthening of co-ordination and planning in various aspects of social welfare.

These developments, while reflecting important changes in the conception and role of social welfare, did not emerge without intense effort and they are often deficient in significant respects. Historically, the social welfare system has developed in a rather haphazard pattern, under both governmental and voluntary auspices, to serve a particular population or meet a particular need at a particular time. The resulting overlaps and inconsistencies have not been adequately dealt with, in spite of the long-term trend toward planning. Traditionally also, certain aspects of social welfare legislation have been and continue to be predicated on the archaic economic assumption that the poor create their own problems and the equally archaic psychological assumption that less than adequate assistance will spur them to help themselves. Finally, progressive legislation

too often does not carry sufficient fiscal appropriation to become fully effective when and where it is needed. Frustrations arising from the struggle for improvements in welfare legislation have contributed to the development of new movements to find improved solutions to social problems, such as the Welfare Rights Organization of public assistance recipients, a movement which has received significant support from many segments of the social work profession.

In spite of the growing importance of social welfare in national development and the manpower crisis in this field, there is no comprehensive social welfare manpower policy in the United States. Generally, in this complex, heterogeneous society, national policies emerge only after a prolonged process in which interested groups and individuals inside and outside the Government begin to perceive the dimensions of some problem necessitating a policy, after there is a coalescence of interests and influence, after the possibilities and feasibility of the policy have been tested through trial-and-error, through partial implementation and research.

An added factor delaying the development of a manpower policy in social welfare has been the heterogeneity in this field. Social welfare is not confined to one institutional complex but permeates many societal institutions in fields such as health, mental health, education, urban development, employment. While this is an essential aspect of the role of welfare in national development, paradoxically it militates against the development of a comprehensive common social welfare manpower policy.

The assessment of social welfare functions

In this category are to be found cases where attempts have been made to analyse the social welfare tasks as a preliminary step in estimating personnel needed for social welfare programmes. Such an analysis helps to determine the categories of social welfare workers needed for the different programmes, the salary conditions, the training needs, and the resources needed for implementing the social welfare programmes.

Italy has attempted to analyse at various levels the work of all the professions engaged in social welfare in order to assess the country's manpower requirements. One project which is worthy of mention is a study of the functions of social welfare workers, carried out by CEPAS on behalf of the National Research Centre. The aims of the research were: to analyse, at various levels, the work of all the professions engaged in the social welfare field, with a description of their functions, and to collect the preliminary data needed for a full study of manpower requirements. The study included: monographs on individual types of social welfare workers; foreign material relating to similar professional figures; identification and classification of the places where social workers are employed; bibliography on both the social worker and the higher officials in the social services; job analyses.

While hope has been expressed that the regional studies concerning the nature of social welfare functions would come nearer than before to offering some solutions towards formulating a national policy, some pertinent observations have also been made with reference to problems of assessment. It has been felt that

Italy (like several other countries) has not yet acquired a modern concept of social welfare and of its role in an integrated development process. Consequently, it has been difficult to make consistent choices for a general design of social services, and for norms concerning their distribution and employment of service personnel, which are all prerequisites for a sound estimate of the personnel required. According to figures contained in the national economic development plan, there are some 200,000 persons engaged in social welfare activities of whom 6,000 are social workers, holders of various diplomas.

In Sweden, the National Association of Social Workers carried out a study in 1968 of the kind of tasks that some categories of social workers perform. It indicated the need for adequate data-gathering before venturing into any statements about manpower required for the different levels.

For the first time in 1966, Switzerland carried out a study of manpower needs for a ten-year period (1967-1977) in the canton of Zurich, for the field of social work including institutions for child care. An analysis of social work jobs was also done in Berne and they were rated in relation to (a) other professions and (b) to the structure of the public administration of the city of Berne. Among other things the results indicated the low status of the social worker and the need, therefore, to formulate new policies in the training and use of social welfare personnel. A manpower survey was therefore initiated and research conducted into questions of desirable qualifications and deployment of personnel.

For the first time in Canada a conference at the national level on manpower and education needs in the field of social welfare was held in November 1966, to decide on specific measures to meet Canada's manpower needs for social welfare which are now in the process of being implemented.

The assessment of social welfare functions calls for sophisticated procedures of analysis and study which the developed countries are able to command more easily. On the other hand the European countries have not yet been able to extend these studies and use them in a significant way for manpower planning. It is likely that this will become a reality in some of the smaller countries where the total socio-economic situation is more managable than elsewhere.

Some of the difficulties and problems of assessment are identified by the special correspondent from the United Kingdom:

"(i) Insufficient data exist about the true incidence of any given need. This may vary in different parts of the country and, moreover, total incidence alone would not show the most effective form and range of services, nor the extent of the need for social work intervention, whether short term, intermittent or long term.

(ii) There is no analysis of what constitutes good standard of services nore what this means in terms of skills, related services and time. Indeed, social workers are asked to undertake tasks which are both comprehensive and diffuse and to achieve results which are not clearly defined. Thus, for example, it is easier to recognize an excessive than an optimum work load under differing circumstances.

(iii) If total populations 'at risk' could be identified under preventive services instituted, this might in the short term uncover many more potential clients needing services. Experience shows that unmet need is so great that any increase in services or better deployment of social workers produces more users.

(iv) Forecasts made by local health and welfare authorities (1966) showed an estimated range in the percentage of social workers likely to be needed per 1,000 of the population (by 1975) from 0.02 to 0.24. This variation is not based on objective assessment of need or desirable standards of service. Similar variations are found in the child-care services.

(v) Shifts of population or demographic changes, new legislation, or changes in social habits may affect the incidence of social need in unforseen ways.

(vi) The more efficient use of social work staff, e.g. by provision of better clerical and transport facilities and better deployment may in effect increase their number."

Structuring for manpower planning

Under this category are to be found efforts on the part of national governments or nationally constituted non-governmental bodies to set up structures for studying manpower needs and for establishing standards and procedures for the development of social welfare manpower.

In India, the training of voluntary workers was to be undertaken through the collaboration of three organizations: the Council for Social Development, the Delhi School of Social Work and the Indian Institute of Public Administration. Such collaboration between government and voluntary agencies was considered essential if implementation of welfare programmes was to achieve desired results.

In Latin America, the first Assembly of Voluntary Service Organisations (ALOSEV) met in Argentina in 1967 and created a regional centre for voluntary services for better training. A co-ordinating agency for volunteers (ACOVOL) was created in Colombia in 1964 to train qualified personnel, to avoid duplication of services and to canalize efforts through the co-ordination of the social welfare institution.

In Europe, the Scandinavian countries have combined their efforts for planning and carrying out a manpower policy. The Nordic Council is primarily a co-ordinating committee for social welfare legislation. One of its sub-committees devotes itself to the planning of manpower for the field of social welfare in Scandinavia. The committee consists of two representatives from each country, the head of a school of social work and another member of a different profession. While this co-ordinated approach is still evolving in scope and objectives the countries concerned are also individually making their own efforts at developing a manpower policy.

A co-ordinating committee has been set up under the Department of Education of Sweden in order to attend to the budgeting and curriculum needs of the five state schools of social work and public administration. Sweden has also made a distinction between the needs of the big cities and those of smaller towns. In the case of the latter, an association of local authorities has been formed to provide a social welfare orientation for local councils, boards, committees, administrators and social workers in agencies run by the local authorities.

The Norwegian parliament has authorized the establishment of a Council for the Training of Social Workers under the Ministry of Church and Education. This Council consists of seven members with knowledge of pedagogical questions and of the needs of social work occupations and also experience of practical social work and social welfare administration.

In Czechoslovakia, a committee appointed by the Ministry of Labour and Social Affairs submitted a plan for the analysis of social welfare manpower. It was recognized that the tasks of social policy and social welfare could only be performed by those workers who are educated and professionally trained for concrete services. As the School of Social Welfare and Law alone could not meet all the needs of social welfare training, additional schools were recommended at a university level, in addition to social workers with other educational qualifications. Three levels were proposed: a Bachelor's Degree level for training in policy-making or for research, consultations and teaching for social welfare; a middle level degree for other professional activities in the field pertaining to preventive, therapeutic or research activity; and a basic degree for auxiliary social welfare functions such as home help services assistance in child welfare, and services for the aging and disabled.

In the United Kingdom (England) manpower policies have been steadily evolving even though the basis for forecasting needed social welfare manpower would have to be revised in order to secure a more accurate and meaningful account of the welfare system. There are three publicly financed training councils in the United Kingdom: the Advisory Council for Probation and After Care (England and Wales, 1936); the Central Training Council in Child Care (England and Wales, 1947) and the Council for Training in Social Work (England, Wales, Scotland and N. Ireland, 1962). The first two Councils are under the auspices of the Home Office and staffed by civil servants, some with professional qualifications. The third has its own secretariat and is publicly financed. All these three Councils aim to secure the provision of adequate social work training. The Seebohm Committee 9/ reporting in 1968 recommended the integration of the three Councils in order to secure a more effective use of social work training resources. This has been accepted and a Central Council for Education and Training in Social Work is to be set up under the Local Authority Social Services Act, 1970.

In Australia, the Council of Social Services, the Associations of Teachers in Schools of Social Work and the Association of Social Workers have taken the initiative in establishing a joint committee on social welfare education. Its objectives are to establish appropriate planning machinery and procedures on a national level which will provide the means of national over-all planning and

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9/ See foot-note 6.

optimal utilization of resources in Australian social welfare education, by continuing examination of related manpower issues including the functional classification of social welfare manpower, the determination of supply and demand ratios, and other related tasks for mobilizing the necessary resources.

The Canadian Welfare Council established a Commission on Education and Personnel in 1960. This Commission was to act as a clearing-house for information, to promote a better understanding of the dimensions of the problem and to create an interest for positive action so as to improve matters pertaining to social welfare manpower. It adopted the idea that there was no single level of education specifically called for, and no single line of action that could be adopted to meet the needs.

In these examples specific action has been taken to study the question of manpower further or to organize resources for implementing some aspects of manpower policies. The establishment of appropriate structures for the study or implementation of manpower policies may be regarded as an important measure for carrying out such a responsibility.

It may be noted that only two examples have been cited from the developing countries. This is probably due to the fact that in the developed countries recognizable sectors of social welfare practice have already been identified and it is therefore possible to structure related bodies for studying or implementing manpower provisions. In the developing countries, however, the formulation of manpower policies for social welfare within the context of a national development plan, have more direct intersectoral implications which yet remain to be worked out fiscally and administratively before specific responsibilities could be identified and assigned, as in the case of the developed countries. While this may be a plausible explanation, it would be safe to assume that it is probably not the only reason for the difference between the two groups of countries with respect to the structuring of instruments for the study and implementation of aspects of manpower policies for social welfare.

Supportive measures to facilitate the development and use of social welfare manpower

Finally, in this category are grouped cases where attempts have been made to promote the development or use of trained manpower through financial provisions, legislation or administrative policy.

In India, the State of Madras has recently prescribed that a degree or a diploma in social work is a necessary qualification for the post of probation officer. Ceylon too has recognized officially the need for social work training for the probation service. The Philippines has gone a step further in legislating that all social work practitioners must be registered as professional social workers with a prescribed period of training. Since 1965 the Department of Social Welfare uses a roster of registered social workers for the recruitment of its personnel. The Department of Justice of the Philippines has also prescribed that youth-welfare officers employed by its Department of Probation and Delinquency Control should be qualified social workers. Similar legal enactments have been made in various parts of the United States where those practising as social workers are required to have a certificate of registration. France, Greece, Israel, Italy, Japan and

some Latin American countries are examples where social workers are included in the list of registered public servants. In Norway some important legislation for social reform pertaining to public welfare, rehabilitation, social insurance and family counselling, during the years 1960-1968, also stipulated that qualified personnel was to carry out the social welfare functions at administrative and field levels. There is no doubt that there are many other countries which have stipulated similar requirements.

In Panama, the Council of Social Welfare and Community Development approves financial assistance to organizations provided that, among other things, such organizations have a commitment for training their personnel. An interesting case has been reported in connexion with a dialogue between the Inter-American Bank and the Latin American Association of Schools of Social Work. The Bank made a statement in 1966 that all loans for various urban and housing projects should also carry a built-in provision for meeting associated social requirements including the employment and training of social welfare personnel and other professionals to carry out the urban development programmes. Unfortunately, the proposal was not followed through to the point of implementation.

In the Philippines the Department of Social Welfare facilitates its personnel to avail themselves of study grants for professional training. This is done by allowing field workers to be transferred temporarily to field office areas where there are schools of social work in which they could be accepted for enrolment either outside working hours, or during regular hours on certain days during the week.

To meet the acute shortage of personnel for day nurseries and children's residential institutions, the Government of Japan has initiated a policy of providing local governments with subsidies for the cost of training facilities and for granting scholarships. The Tokyo Metropolitan Advisory Committee on Social Welfare has recommended that local governments recruit welfare officers among graduates of schools of social work and that schools should make their curriculum practical and more up to date.

Cameroon, Jordan and Turkey have made provisions in their national plan for institutions which are to train personnel either with their own resources, or with additional help from bilateral sources, the United Nations and specialized agencies, though such provisions do not specifically deal with social welfare personnel needed for their countries as a whole.

While academic centres and training councils have been the responsible bodies for training social welfare manpower in nearly all countries, the trade unions carry this responsibility in the Soviet Union. In 1965, of the country's trade union budget of 10.5 billion roubles 1.8 million was allocated for training, and personnel and social insurance education. Even though the emphasis has largely been on the administering of social insurance, there has been an increase in the number of various short courses and seminars organized by trade unions to train personnel for social welfare functions. This trend has been increasing since January 1961 when the Ministers of Social Welfare for the fifteen republics wrote that training personnel, improving their qualifications and raising their professional and political levels was a major task. 10/

10/ B.Q. Madison, Social Welfare in the Soviet Union (Stanford, Stanford University Press, 1968), pp. 90-105.

In 1962 the Department of National Health and Welfare of Canada set up a national welfare training and research grants programme. It recognized the need for both professional and non-professional training, as well as for research in the field and provided important financial support.

In the United States financial provision for social work education was, until recently, available mostly for particular fields of service like mental health, or areas of practice like family service. With the passing of a new legislative amendment in 1967, such support has been extended to a wide variety of manpower training for social welfare ranging from the baccalaureate to what are known as indigenous non-professional levels discussed in the following chapter, in the section dealing with the diversification of training levels.

The preceding examples illustrate the supportive character of administrative, financial or legislative provisions, together with employment policies for specific purposes. They are to be distinguished from the attempts in the first category which are on the whole meant to identify needed manpower for social welfare in the context of national planning.

In some cases, as in the administrative policy regulation requiring training for employment in certain welfare positions, the supportive measures for the use and development of manpower for social welfare have been the end of the wedge in extending this requirement ultimately to other welfare activities. On the other hand, legislation regarding the registration or licensing of social workers may restrict recognition of the profession to the more easily identified social welfare tasks. Whether this is desirable in view of the changing nature of social work practice may be disputed by many.

Finally, in relation to the question why some countries with several years of professional social work education have not given social welfare appropriate recognition at the national level, the following observations from the special correspondent from India have relevance for many other countries as well.

As a profession, social work is of recent origin. While this is the case generally in the world, it is more so in India. There is a basic doubt in the minds of many as to whether there is a distinct body of theoretical concepts and knowledge which professional social work can claim as its own. The emergence of a profession and therefore of a group of persons who earn their living by their work was looked upon as a somewhat unorthodox, if not hostile, development. While this is not unique to India, either, the difference lies in the fact that the profession of social work in India has developed at a time when the change from the familial to the contractual society has not progressed very far. While the profession of social work has grown considerably, the concept of social work as a profession did not take roots in India but rather was grafted on to Indian life by a process of cultural borrowing that has had consequences for its development.

The situation may be further explained if we consider the following:

(i) There is no well-defined manpower policy in the country as a whole and in the field of social welfare, even less.

(ii) This notwithstanding, a very large number of holders of the Master's Degree in social work join the profession as Personnel Officers, Labour and/or Welfare Officers and Industrial Relations Officers. It may be safely said that about one-third of the others do not take up jobs in the field of social welfare. This is specially true of women, a majority of whom, after marriage, settle down as housewives and do not use their training in this field.

(iii) The development of social work education in the country may be said to be unco-ordinated and unplanned. The existing social welfare situation in India is such that a much greater number of undergraduate trained social workers is needed than holders of the Master's Degree. However, social work education in India is still imparted mainly at the Master's level. Only very recently a few institutions have set up programmes of undergraduate education in social work and there is an urgent need for more.

(iv) Though some years have passed since the introduction of the social work profession from the West, social workers in the country have not yet been able to make their discipline accepted in the institutional framework of the country. One of the main reasons for this has been the fact that they have not so far produced sufficient academic material based on local conditions. This is also related to the low status accorded to social work as a profession in the country. As a result, the quality of students attending schools of social work in India is usually not very high; the best among them choose medical, engineering or administrative careers offered in government or private organizations. The others (including of course the handful who may be really committed to social welfare), often prefer to join a school of social work. Further, there is a lack of uniformity in the standards for admission among the various schools of social work. It may also be mentioned here that in the absence of any linkage between undergraduate and post-graduate training in social work, the former is often superfluous.

(v) While field work training provided in a school of social work is usually at the service/implementation level, the jobs taken by post-graduate degree holders are often at the executive, supervisory or administrative level. This creates frequent difficulties of adjustment to the job and consequent poor job performance. The fact that concurrent field work is missing from the curriculum of certain schools of social work, is detrimental to the quality of the social workers they produce.

(vi) It is estimated that the country has more than 6,000 trained social workers to date (holders of the Master's degree). However, not more than 600 are enrolled as members of the only professional organization, the Indian Association of Trained Social Workers which was started in 1961. Lack of sufficient support on the part of trained social workers has often made it difficult for this organization to further their interests.

While some countries have made efforts to develop all aspects of manpower for social welfare in the context of the four categories outlined above, others have distinguished themselves in one or two aspects. Sometimes more was gained through the adoption of one method rather than another. A developed country for example may ultimately move closer to a national commitment through sectoral financial provisions for social welfare than a developing country through national planning which may slow down owing to lack of resources. All these four aspects of manpower development however contribute to place social welfare in its rightful place in relation to integrated national development.

Lastly, there is another important group of variables that must be recognized as contributing to a national policy of manpower for social welfare. These are the availability and quality of professional leadership, the voluntary organizations and the impact of professional associations. Such are, associations of schools of social work for professional workers, councils of social welfare and social work, education and other regional organizations at the government and the community level, working together for the realization of mutually beneficial goals. In the third category in this chapter there were some examples of such co-operation. It is likely that in other cases not mentioned here, the same variables have been at play.

II. THE ADMINISTRATION OF TRAINING PROGRAMMES

In implementing manpower policies for social welfare, those responsible for administration and for the organization and use of resources for training have been constantly challenged by the dilemma of a low priority for social welfare in the context of national planning, while on the whole the strategic value of social welfare has not been denied. Training levels have been diversified to suit the needs of the personnel with varying educational background. Various measures have been taken to accelerate training programmes or to extend training resources in order to increase the number of trained personnel and make them available as soon as possible. Several ways have been tried to achieve collaboration between training resources in order to improve the total learning content as well as particular learning experiences in the field. They all represent different organizational and structural arrangements for training.

Recruitment policies and related measures to ensure manpower supply

The paucity of personnel in certain important areas had led to the adoption of new recruitment procedures to cope with the problem. It has been extremely difficult for rural social welfare departments and other local service organizations to retain trained personnel, as they have been constantly drifting towards the cities in search of better jobs, better social amenities and other advantages of urban life. In another area welfare programmes have suffered because of lack of personnel to cater for certain special groups characterized by needs arising from their ethnic background, language, religion or sex. Social work does not usually attract the best students in schools of social work or the largest number. In meeting such problems the following attempts have been made by a number of countries:

Responding to local needs

In the United Kingdom, a number of social work courses have been started in colleges of further education to cope with the difficulty of attracting sufficient trained workers to the North of England, parts of Wales and to industrial areas with inadequate social amenities.

In another case in the United Kingdom, where the need for additional child care staff was great, recruitment for the course was shared between the employing bodies i.e. local authorities and voluntary societies. The Central Training Council invited requests for a certain number of places for the course. These places were allocated according to the ascertained needs for staff in the different parts of England and Wales, so that departments with few qualified staff were given priority over others. At the first stage of selection applicants were interviewed by employing agencies. At the second stage those offered conditional employment had a training interview. Candidates finally accepted received tuition and full maintenance grants in the first year and supervised employment or salary in the second year.

The Central Training Council considered that the scheme had several merits: (i) it had given priority to those authorities which hitherto had few or no qualified staff; (ii) employing bodies who sponsored a student, gained a student/employee after the first year of training and a qualified member of staff after a second year of supervised work; (iii) no demands were made on existing practical work placements; (iv) a group of 90-100 students made it possible to use existing teaching resources economically and the teaching staff benefited from being members of a large supporting group. Following on the success of this experiment similar courses are being contemplated.

Local recruitment to suit local needs has been the characteristic of a project for immigrants in Israel where it was necessary to recruit personnel from the same local areas corresponding as far as possible with the ages of the local population being served. Israel seems not only to have selected personnel from local areas to solve this problem but has also insisted on locating training centres in the home areas of the candidates to ensure the practice of locally trained personnel (and therefore apparently more effective and relevant to local needs) for services in local areas.

Another effective device tried by Israel has been the use of mobile training units which travelled to various centres in the rural areas. The use of such units is also reported from Kenya, Libya, Pakistan, the Philippines, and the Republic of Viet-Nam.

Similar objectives have been kept in mind in India in recommending that new training institutions should be located within easy reach of rural areas to provide the necessary orientations for the trainees. Tanzania too has emphasized decentralized training.

Kenya and Uganda tried to meet the same problem by recruiting personnel not only on the basis of educational attainment, age and evidence of maturity, but also on the basis of the candidate's closeness to his home area. By selecting those persons with considerable experience in their home areas, it was hoped to ensure their return home after training.

Meeting other special needs

It is fairly common in many countries to give importance to the recruitment of groups not adequately represented in the educational institutions. Some special problems have to be faced however in ensuring that persons recruited are in fact eligible for admission to the training institutions. In reconciling this dilemma of extending enrolment possibilities to minority groups and at the same time ensuring that they meet admission standards, the United States has made several significant experiments. A report on one such experiment in a school of social work describes an attempt to provide special training opportunities during the summer months to a small group belonging to the black community. This was a seven-week pilot programme specifically aimed at increasing the number of minority group members, particularly of lower socio-economic background entering and completing graduate social work training. It was recognized that several applicants for admission were rejected from minority groups on the basis of their poor academic background, although they possessed other useful attributes. It was

felt that a brief summer experience could not compensate for this limitation. The programme was therefore designed not as a remedial one but as a preparatory one, for admission to the school. The course focused on selected social work and mental health concepts which, as experience had shown, were not easily assimilated by students with inadequate undergraduate training. Thus, to the six candidates selected, the programme served as an introduction to certain concepts and as a test of their ability to master them. In effect, the recruitment device here was to try to raise the standard of these applicants from an ethnic minority and make them eligible for admission.

The need for men or women, according to special needs, has affected recruitment policies in a number of countries. Uganda has tried to recruit an increasing proportion of women students. In the Ivory Coast women candidates are given priority. Mali, Togo and Senegal are some of the countries which are adopting similar measures to meet the need for women workers in the promotion of rural development programmes, which are considered essential in conjunction with economic development efforts at the national level. In Libya field placements are deliberately arranged in high schools for girls with the hope of inciting interest in enrolment in the school of social work.

In Latin America, however, there is a deliberate effort to attract men to enter the profession, for work involving social change at the community level, following a shift of emphasis in policy from direct service programmes which did not attract men. "While heretofore, the schools were almost exclusively for women, more and more men are now seeking admission, introducing a more aggressive and at the same time more practical and objective element. Some universities, wishing to attract still more men are exploring the possibilities of changing the academic degree in name, if not in essence, from licenciatura en trabajo social (or servicio social as the case may be) into something like 'licenciatura en administración social' on the grounds that the latter signifies executive responsibility and action in a broader sense and suggests higher prestige." 1/ These observations are reflected in some of the reports from the Latin American schools. Colombia, for example, has reported that in providing new social work perspectives in the task of reorganizing the curriculum to correspond with the country's developmental needs, one of the major tasks proposed for implementation is the encouragement of men to enter the profession.

Early introduction of social work courses in the university curriculum

In Japan, as in several other countries, it has been noted that young college students often have no definite ideas about their field of employment or interests upon graduation. In response to this situation, the authorities postponed the time required for selecting the major subjects until the second year of studies. This enabled students to have a better idea of what professional choices were open to them, thus ensuring a percentage of

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1/ Virginia A. Paraiso, "Selecting students: Requisites of current social work Responsibilities", International Social Work, vol. X, No. 1 (January 1967), p. 25.

preference for the social work careers. The problem of students who entered the social work field with unclear minds about its appropriateness for them, and later dropped out, was thus largely eliminated. Another device was to offer social work courses for sociology students in their second year so that many students began to develop an interest in social work and were willing to study for the additional number of years necessary in preparing for the profession. Some schools in the universities of Uganda, the United Kingdom and Zambia seem to have made similar attempts.

In the United Kingdom a number of universities offer a full professional social work training combined with an undergraduate degree course in social science. The intention is to attract those very able students, some of whom have in the past been deterred by having to wait until they were 23 before beginning professional training. It is also aimed at bridging the gap between theoretical social science and social work. The outcome would seem to justify the experiment. Increasing numbers of students apply for the course and it is generally recognized that they are some of the most able students in the university.

Localized recruitment and related training, and curriculum arrangements are an important recognition of people's needs particularly in the developing countries where most of the deprived population live. It is now being increasingly recognized that programmes of welfare in the rural areas are as important as those in urban areas. The fact that in the developing countries most people live in rural areas and that preventive programmes with reference to some of the urban problems must begin at the source, in the rural areas, make the strategy of localized recruitment an important one.

The involvement of local organizations in recruitment raises the question as to what extent this might also affect the very content of the curriculum which should be designed to bring about needed change in local systems of welfare. On the other hand, where an urgent need exists, experiments of this nature, as in the case of the United Kingdom, need to be tried out and evaluated. It is likely that such attempts have been successful only where the training was at a subprofessional or non-university level.

Even in such cases, the authorities are satisfied when only a fair number of the trainees remain with the local areas. Drift towards urban areas or towards other professions cannot be entirely avoided or prevented. Nevertheless, some measure of success has been achieved by policies which ensure continued service.

Recruitment for minority groups represents part of the commitment of the social work profession and of government responsibility to serve all groups of the national community and to take those measures necessary for providing the most effective kind of service, appropriate to the needs and desires of minority groups. Such pioneering efforts, as represented by the example of the United States, seem to need persistence and a willingness to do the utmost in carrying out the objectives of the project. Its lessons need to be carefully learnt for better and wider application.

It seems somewhat surprising that there is so little evidence of curriculum reorganization in order to induce candidates to enter the social work profession. Some of the Latin American countries have begun to make efforts in this direction. It is possible that, in developing countries, the difficulty of ensuring adequate employment for social work graduates does not stimulate any curriculum reorganization likely to affect suitable personnel, other than the regular updating of courses offered in the schools. The example from Japan is more an instance of a strategic offer of the social welfare course in the early undergraduate years to invite professional interest, rather than an offer of an exciting curriculum to invite enrolment. Nevertheless, this is an interesting example, which has been found to be successful in a few other countries too.

Regional training centres

While localized training has been directed to meeting special needs, centralized training at regional and inter-regional levels are being regarded as an important way of economizing on national or regional resources in meeting crucial training needs.

Ceylon, India and Pakistan have established training centres on a regional basis in an effort to centralize training staff and other resources for the development of needed personnel for social services or community development activities.

In the Republic of Viet-Nam, where communications are difficult, between the 44 provinces particularly in the present war conditions, the creation of pilot training centres has been proposed for four main regions with the aim of ultimately establishing permanent regional training centres.

In response to the needs stated at several international meetings the subject of regional training for a group of several countries is now receiving increasing attention. In the Philippines, with the help of the United Nations a proposal is being worked out to serve the needs of Asia with a training centre for social welfare and community development. Similarly, there are efforts to set up regional centres for training in the Mediterranean and in Africa, where the creation of sub-regional centres has also been proposed. These developments are chiefly a result of the 1968 Conference of Ministers Responsible for Social Welfare at which it was recommended to explore the feasibility of developing international and regional facilities for advanced training including research, teacher training and the production of indigenous teaching materials.

In the developing world, training has, for too long a time, followed western models and educators have been influenced by these models, thus neglecting the local socio-cultural environment. The existing, and the proposed regional centres, will facilitate thinking in indigenous terms, which is fundamental to the need for professional integration in the local context. A new leadership in social welfare, appropriate to the region and local needs, will no doubt be forthcoming in the sharing of experiences common to the region and in the evaluation and understanding of needs unique to the participating countries.

Diversifying training levels

For a long time, many countries have tended to look upon social work training as consisting mainly of one level which was considered basic for practice. This was due to several factors such as the need to correspond with other professional requirements, financial limitations, etc. Thus in Canada, India and the United States social work training has been at the Master's level in a university or institutions of an equivalent level. In Latin America and in a number of Asian and African countries it has been at the undergraduate level. In a number of other countries in the developing world, including some Eastern European and Western European countries, a basic training for social work practice has been given at the Secondary level, or even lower.

More recently, however, a diversification of training has been observed at different educational levels, in recognition of varying social welfare functions and of the needs of different types of service programmes. At the same time it is attempted to make such training levels part of an integrated plan to facilitate graduation from one training level to another, or progression from one career level to another.

Canada and the United States in particular, have had a series of interesting developments in breaking away from the tradition of employing holders of Master's degrees only and are now using social work technicians, social work aides, and indigenous workers at the undergraduate level. Career ladders have been worked out to permit promotion to the higher levels after adequate training.

In Canada there has been an important change in the form of two major additions to the usual social service education provided by institutions: the undergraduate first professional degree and the technological social services qualifications. Eleven universities are now introducing first professional degree programmes of undergraduate studies for social work. These programmes require four to five years of education at the post secondary level. The qualification for technological social services is offered outside the universities in approximately thirty programmes of social service education at the post secondary level initiated by institutes of technology, community colleges, etc. The aim of these programmes, which usually last from two to three years, is to produce a non-professional worker able to provide social services to citizens.

In the United States an increasing number of graduate schools are developing four-year social welfare programmes at the undergraduate level, and play a leading role in the development of four-year or two-year undergraduate programmes in their state or region. At least one-fourth of the schools are engaged in short training programmes for non-professionals. Almost all the schools are conducting continuing education programmes, ranging from a university extension with 80 offerings annually, to a school offering one workshop of short duration. 2/

2/ See Contemporary Education for Social Work in the United States (New York, Council for Social Work Education, 1966).

In India, undergraduate training in social work and certificate courses at the high school level are now being regarded as appropriate and necessary for carrying out functions in the nation's system for welfare services. During the past decade, a few universities and rural institutes sponsored by the Ministry of Education have started undergraduate education for social work. One of these institutes conducts a three-year semi-professional programme at the undergraduate level which provides courses in social sciences methods and skills of social work and in field work. The course has been so designed, as to ensure that a student after graduation may be able to work in the social welfare field at the intermediate level or, in the alternative, continue his education either in social work or in one of the social sciences.

In Ghana, Tanzania, Uganda and Zambia the need for an intermediate level has been recognized in order to bridge the gap between those working at the administrative level with undergraduate degrees and those discharging welfare functions at the community level. These intermediate level personnel function as supervisors and junior administrators. In Ghana the intermediate level is for those who have not yet graduated from high school. Civil servants who have had an experience of five years or more in the social welfare department receive the training necessary to prepare them for university as well as for a supervisory position, to serve as a link between field personnel and higher administrators with undergraduate qualifications. It must also be added that, along with the training of intermediate level workers in many African countries, there is also a trend to raise training to higher educational levels. Ethiopia, Uganda, the United Arab Republic and Zambia now have Bachelor's degree programmes, while Ghana and the United Arab Republic also have programmes beyond the Bachelor's level.

Courses for the intermediate level of practice have also been introduced in some Latin American countries for well defined functions. In Brazil, a pilot project is in operation to train social work technicians at the intermediate level (to be distinguished apparently from the professionals with a Bachelor's degree) to meet the needs arising from the development of the Amazon region. It was undertaken under the joint sponsorship of the regional development project, the State, the Municipality and the University. The course provided training in the social sciences and social work techniques and lasted twenty-five months. Unless the qualifying students enrolled immediately for the Bachelor's level, they were expected to work for at least three years in one of the cities in the interior of the country.

In a university in Venezuela, three different levels of training have been integrated to permit educational as well as professional movement from one level to another. At first there had been only programmes for social work training at the Bachelor's level as in most other Latin American countries. The need for a high professional level and for social welfare personnel at lower than Bachelor's level, to cater for the wide range of service needs, prompted this integrated system of training. A similar approach to social work training has been initiated at a university in Chile.

Malaysia has prepared a five-year in-service training plan at the post high school level for all welfare personnel without professional qualifications, and given it a first order of priority, before venturing into higher educational levels. This integrated plan ensures training at entry into the service, in the middle of a career, and later for a refresher as part of a department policy for career development and the improvement of public administration.

Other in-service courses have ranged from four months in the West Indies, nine months in Sweden to two years in Jordan. In the case of Sweden a permanent school for in-service training has been set up since 1963. In Jamaica the university has been responsible for in-service training for the West Indies. University participation in in-service and other levels of training besides the regular undergraduate or graduate levels has been a growing characteristic feature in most parts of the world, a distinct departure from what was considered mostly appropriate ground for voluntary organizations, nationally instituted councils or government training bodies.

The training of volunteers has also been taking place at different operational levels. Volunteers who serve as board members of welfare organizations are to be distinguished from volunteers who perform various kinds of direct service. This category also includes indigenous workers, some of whom, like other volunteers, are paid allowances to meet travelling or other personal costs involved. The training of such volunteers is an essential part of the social welfare programmes in Ghana, Kenya, Tanzania, Uganda, the United Arab Republic and Zambia. An agency for the co-ordination of volunteer work in Latin America (ACOVOL) was created in Colombia in 1964. 3/

In West Pakistan, a university together with a welfare council have worked out a scheme for training of volunteers at the local and the national level. Similarly in Brazil, a university has undertaken the training of volunteers in collaboration with community agencies. In Bolivia volunteers for social service at the university have been trained by the students of the school of social work.

The training of indigenous workers for work in their own neighbourhoods has been a marked characteristic of the new anti-poverty programmes of the United States. In some cases they have been regarded as the first steps to a development programme for social work as a career. Many universities have also been involved in such training both in urban and in rural poverty stricken areas, in such fields as housing, child welfare and recreation. Very often, the term non-professional training has been used to describe these programmes.

Similar innovations have taken place in the recruitment of personnel among the consumers of social services in the same anti-poverty context. Indigenous community workers in ghettos and housing schemes, unmarried mothers, other family members on public welfare from the hard core of unemployed or under-employed and minority groups have been recruited into various welfare programmes and social services. Hong Kong, India, Mexico and the Philippines also report the use of such non-professionals who are usually the beneficiaries of various welfare services.

3/ See Chapter I.

In the Philippines, the Bureau of Family Welfare has used members of the client communities to provide needed auxiliary services, in an attempt to bridge the gap in manpower needs. These members of the client communities are called resident volunteers in view of the fact that they reside in the communities being served and they render services without receiving any remuneration. They are recruited among the civic-minded "natural" leaders of the community who show considerable interest in helping their communities. Their involvement in community activities attest to their potential for a greater commitment to the improvement of the community. Training is meant to give them the broad philosophy and teach them the goals of community welfare services and of volunteer work, as well as equip them with the basic skills to enable them to render their services effectively. They are considered as auxiliary staff members of the community centres and serve as liaison with the community. Development of local leadership is included in the programme of the community centre, in order to serve as a continuation of the training of volunteers.

In most cases special training is provided for the proper utilization of such personnel; where it is possible the training of these para-professionals, or social work aides is designed to permit further movement up the career ladder. This feature makes such volunteer training distinctly innovative.

In response to various requests the United States has tried several experiments in the use of social work personnel trained at different levels, as part of a team approach. One school reports a social work team-approach which consists of graduates, undergraduates, and various other non-professional indigenous levels collaborating and making a flexible use of available competence and expertise to attain common professional goals. These goals are determined by the professional member of the team, namely the graduate who acts as team leader but the rendering of services may be assigned to various members of the team including those at the undergraduate level. Though this is a flexible arrangement and teams in various agencies and research projects differ in composition, the team always consists of at least one graduate and one or more social service personnel who do not have such training. The advantages of such a team approach are many. Apart from the flexible use of skills, one person need not be all things to his client as the "case approach" requires. In addition, the team approach brings into the system of service delivery the professional "know-how" and value orientations, so that the undergraduate or other levels of sub-professional personnel need not be expected to have completely assimilated the profession's value system and fully mastered the body of knowledge required to meet the wide range of needs clients may bring to the agency. At least two other similar attempts have been reported in the field of family and child welfare services. The anti-poverty programme launched in the sixties provided the impetus and the resources for such experimentation.

One important consequence of the diversification of the levels of training has been the tendency to examine more critically than before the content of each level and its relationship to the other levels. This has led both to a more accurate focus of course-content and to better planning of the curriculum as a whole. There is now a greater understanding and agreement of what needs to be done for different levels of practice and how the functions of the aide could

be distinguished from those of the technician, and the technician's from those of the professional. Earlier, in the developed countries it was thought that professional education was only possible at the Master's level and in the developing, that the welfare systems and the educational systems must continue at the levels to which they had confined their efforts. Sheer necessity on the part of the developing countries and the research experience of the developed have made the departures possible.

Another important result has been the institutionalization of the different levels of practice, not as isolated levels but as levels which have significant connexions for the integrated and differential use of manpower as well as for the opportunity provided for professional development from one level to another. At the same time, each level could be pursued as an end in itself by those who do not wish to go any further. Such a planned and interconnected concept of training helps to reinforce a sound manpower policy as this is based on an analysis of functions and resources.

Here it may be relevant to refer to some of the problems experienced in a few countries where the diversification process has been slow. Understandably enough, in some cases at least, there has been a tendency for the professional levels to guard their prerogatives jealously and prevent the other levels from acquiring their knowledge and skills. This has been done on the mistaken notion that such a diffusion of knowledge would lead to confusion about their own professional roles and to quackery on the part of the sub-professional levels. However, such a diversification, backed by sound analysis and research, has strengthened the professional role and its relationships with the other levels. A want of the required scientific attitude and of critical examination may lead to an isolation of the different levels, thus defeating the purposes of diversification.

The association of the university with training for non-professional roles must be regarded as a development in the right direction. It enables the university to continue its curriculum research in the community and to form a valuable relationship with it, both functions being vital factors in the development of university and community, as well as in furthering the professional objectives of the discipline.

Perhaps a few words need to be said about the significance of the newly emerged indigenous level of practice. There are both volunteers and paid workers in this category. It marks an important turning point in the history of the social work profession. This is a service profession and it is only natural that consumers should be involved in improving their own condition and that of their fellow-men. Such an attitude helps to dissolve the cloud of pseudo-mysticism under which the profession had defensively taken cover in the past. It gives the profession a chance to examine itself occasionally from within its own ranks, seeing them as consumers and as practitioners at different but none the less important levels within the training system.

Training measures for increased manpower availability

By reducing the total time required for the Master's or Bachelor's degree programme and by increasing the curriculum content, schools in Canada and the United States have accelerated the process of graduation. In the United States quite a few such experiments have been carried out. This has usually been done by using the vacation months for additional field practice and seminars. However, either because of the limited period of time available for the experiment, or because the innovation was too demanding these projects have not been continued. None the less, some serious propositions have been advanced for reducing the time span of the professional programmes under certain conditions.

Expanding training facilities

In a number of countries, an extended system has been elaborated in order to facilitate training outside regular hours. In the United States two schools have joined together in providing such an extension programme outside regular school hours to enable students to obtain their Master's degrees. It has been designed specially to meet the needs of local students, unable for reasons connected with their work schedules, to enroll in the regular programme. A few other schools in the same country also provide similar facilities. The Council of Social Work Education has approved of a programme of training for married women under 30 who have home responsibilities. The course requires a short work day and lasts from two and a half to three years.

In the Netherlands, employees of social work agencies seeking professional degrees are permitted to do so on an extended four-year programme, consisting of in-service training and part-time attendance at the schools before obtaining diplomas.

Retraining opportunities

A source of recruitment and an opportunity for training has been provided by a variety of retraining schemes for those who have dropped out of the profession for various reasons, as reported from Finland, the Netherlands, Sweden, the United Kingdom and the United States. During 1965-68, four courses were conducted in Sweden for married women wishing to return to the field of social welfare. Sixty women were retrained in this way and all expenses were met by the Government. In the United Kingdom, probation committees have begun retraining married women to work part-time or full-time, in order to relieve their full-time employees.

The various measures adopted for accelerating and extending training, as well as for retraining cannot all be regarded as permanent features of the system. At best, accelerated programmes are appropriate ad hoc strategies to cope with special problems and needs. In fact, the experience gained from such measures should be combined with that of regular training in order to secure adequate numbers of personnel without resorting to crash programmes. Similarly, appropriate schemes of recruitment may be the answer to the drop-out rates both among women and among men. Retraining and extended training will

probably continue to be important sources for ensuring adequate manpower. Both these devices give a flexibility to the training system which is an important asset for the development of the curriculum as well as that of the profession.

Pooling of training resources

Collaboration among schools is rather a common feature in trying to economize on resources for organizing training or for the development of courses. Two universities in the United States report the organizing of a social welfare policy course at the undergraduate level which is held alternately in each school and is open to students from both. Similarly, an international social welfare course is being conducted jointly by two universities.

Faced with the problem of meeting the needs of rural areas in the United States, the universities of three different States are planning to organize a common school of social work which will focus specially on the education of personnel for rural social work.

The schools in Kenya, Uganda and Zambia have accepted students from each other's territory in recognition of the fact that certain aspects of the curriculum were better provided in one than in the other. This, however, has led to the problem of offering field instruction in a language that can be understood by the student from a different country. The problem has been solved by a co-operative arrangement between the schools, which accepted the return of the students to their respective countries of origin for field instruction supervised by the school in that country. A similar collaboration exists between some schools in India, the Ivory Coast and Tunisia. Such collaboration is a source of strength for the development and utilization of resources as well as for professional and community ties that are affected in the process. The university, the state, the community and its institutions could critically evaluate one another's roles and functions and contribute to the improvement of the community's welfare system of which training is an important part.

III. REALIZING CURRICULUM OBJECTIVES

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In implementing manpower policies for social welfare, many changes are reflected at the level of curriculum organization and training. Every resource that could add more purpose and meaning is put to use. Students and faculty may contribute to the development of curriculum goals and also put them into effect. Field practice is made to serve general objectives. It is broadened to include new skills and an integrated curriculum. Teaching methods are devised and resources are found locally to meet indigenous needs, and modern aids are used. Programmes are planned and carried out for training of faculty in order to cope with major changes in social work education.

Student participation

Contribution to the formulation of training goals and methods

Student participation has been increasingly accepted in the reformulation of social work training goals and methods of teaching.

Student groups, alumni and faculty of schools in Colombia and Mexico have collaborated in reorienting the curriculum of their school towards national development goals. In Chile, faculty and students have been working together for the development of the curriculum and evolving an integrated social work method. In a number of countries in Latin America, a few highly motivated and capable students have formed groups in order to work for the reform of the educational programme and the advancement of the profession. Such action has been variously directed either in favour of a more liberal, instead of a paternalistic, administration or in favour of a more academic curriculum, or more orientation towards research and administration, or of better qualified professors and better school premises. 1/ In Canada and the United States an increasing number of schools has developed structures for the involvement of students in the planning and delivery of educational programmes. Such attempts have led to a better integration of the total curriculum and a more effective learning and teaching experience. Such student participation has been made official by the inclusion of a section on "Student Rights and Responsibilities" in the "Manual of Accrediting Standards" of the Council of Social Work Education. In one of the clauses the schools are explicitly encouraged to establish procedures enabling the students to contribute to the formulation of institutional policy affecting academic and student affairs.

Student participation in teaching

One of the serious problems felt in professional social work education is the dearth of qualified instructors to undertake the responsibility of teaching

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1/ Virginia A. Paraíso, op. cit., p. 25.

in the field. As a partial solution to this problem, in some countries senior students were trained to undertake the responsibility of providing field supervision and instruction for freshmen students or other trainees of a lower academic level.

In Ethiopia social work students at the under-graduate level offer field supervision for trainees of a community development school. Similarly, under-graduates of a school of social work in Uganda provide field supervision for a training school of community development. In Iran a plan has been developed for final-year students to supervise freshmen. The senior student supervisors attend the freshmen classes to acquaint themselves with their problems and needs. Once a week they are, themselves, supervised for direction and training by faculty members. This is in addition to their own normal work-load. Such supervision offered by students serves also as training for those who wish to become social work teachers. In this way a great shortage in qualified instructors is also met because the experience does not end as a project at the school.

Such experience is not confined to the developing countries. A project with similar characteristics is carried out in the United States. In order to meet an acute shortage of casework supervisors a six-month course on supervision and consultation is provided for second year casework students. They supervise Bachelor's degree students known as social technicians. The purpose of this course is to prepare experienced students for the supervision of professional or non-professional staff. Similarly, in another United States school, senior graduate students acted as field instructors of senior under-graduate students in mental health work, with the purpose of promoting the field experience of senior students and of providing undergraduate students with training in field work methods. The graduate students met with their own field instructors every week to discuss problems and developments. Both private discussions and group conferences were held. The graduate students made progress both in their field learning and in class instruction. The undergraduates made better contributions in their field seminars and showed substantial identification with the social work profession.

The involvement of students in the training programmes as planners and evaluators and not as passive consumers of training is as important as the involvement of the indigenous workers. Such student co-operation is most effective when there is prior agreement on the goals to be accomplished. Where these conditions are not present the results could have a disruptive effect. The trend for a continuous dialogue which has begun, cannot be reversed, if the improvement of our society is the chief goal to be reached.

Broadening field experience

Research and service projects for the community, undertaken by the university in collaboration with governmental and other organizations, have been used to meet multipurpose objectives. Under the joint auspices of a Canadian university and other local agencies, an Urban Social Redevelopment project has been set up and has been used by the school of social work for field experience for its trainees in the areas of research, mental health, housing and community development.

In the Philippines, summer camps have been used as a service to children, as field training and as a workshop in supervision. This pattern of using one

resource for several purposes has been tried elsewhere. Similar examples are schools in Pakistan and Uganda, where demonstration projects have been set up to serve the community while at the same time they are being used for field experience. In some cases the pattern has been reversed and schools set out to offer a field experience while serving a community that needs help and, at the same time, demonstrate the use of trained personnel and the appropriateness of social planning or community development. Schools in Ceylon, India and the Philippines have carried out such projects. In one of the Indian schools, a trainee was given responsibility to carry out a group project with sighted children from a technical school and blind children with interests in science. Besides providing a field experience in working with the blind, this was also meant to demonstrate that education and service objectives can be combined in finding new ways of helping the blind.

In Australia the lack of qualified personnel in agencies in the field has been met by school staff assuming ad hoc positions at the agencies to supervise their own students. This has enabled the agencies to appreciate the value of professional training. It has also enabled the faculty to integrate classroom and field experience more easily than if they had responsibilities only in the field or only in the classroom. Such integration of class and field experience has also been effected in the Philippines by the use of field work supervisors as lecturers in the classroom and as thesis advisers for the students' research. The same levelling of distinctions has been adopted by a school in Peru where the same teachers are employed in the field and in the classroom.

Many schools in the United States have been experimenting for some time with the concept of a training centre where all aspects of learning taught in the classroom could be integrated through field practice without confining field teaching exclusively to any one or more methodological skills, in any particular agency. Such a training centre is a comprehensive approach to the application of all classroom learning to a variety of real situations in the field, like policy, planning, administration and even legislative and political processes in addition to the usual basic skills.

One of the important developments of the 1960s is the greater integration of class and field experiences which recognizes that it is possible to learn theory in the field as much as practice in the classroom. There was hitherto a rather artificial distinction between theory and practice with respect to the different methods. But now the tendency is to develop a live and realistic curriculum which is reflected in the total social welfare practice and not simply in a single method approach. Field experience, therefore, can no longer be confined to a particular agency where the lines of operation are rigid. Various integrative measures have been tried with the purpose of welding class and field into one dynamic unit to promote greater professional depth and experience. This search for and analytical refinement of experiences is still very much in a pioneering phase. There is also no reason why field experience should not be made to yield other advantages, such as furthering the goals of the agency, aiding the community and the school in the need to economize on resources and to play a more effective role through a broadened concept of field experience.

Indigenous teaching resources

For a long time, many of the schools of social work outside Europe and the United States have been without teaching materials of their own. There has been a heavy reliance on books published in these two regions, meant mainly for the developed economies. It has taken a long time for the schools in the developing countries to produce teaching materials relevant to their own socio-economic situation.

Many significant beginnings have been made in editing of student experiences such as case materials for teaching courses on methods in particular. India has issued an Encyclopedia of Social Work in three volumes and schools in that country have published case records in group work and community organization. Other countries have been developing materials out of their experience in the rural communities they serve.

UNICEF assistance has been used by some countries in selecting and editing student materials for teaching purposes. Schools in Ethiopia, Ghana, the Philippines, Uganda, the United Arab Republic, Zambia, and in some of the Latin American countries have done their best to exploit this resource.

In Iran, the faculty, trainees and field instructors of the School of Social Work have co-operated to produce not only a student handbook for each level of methods training, but also a Method Instructors Handbook together with a bibliography and a glossary.

In Uganda, UNICEF help has been utilized to conduct a training course on supervision for schools in this and in neighbouring countries. These sessions have been published to provide some content and guidelines for the supervisors of this part of Africa. A training centre for community development has long been engaged in the production of a variety of training materials. The value of such attempts can be appreciated when it is realized that these resources are meant for use at various levels below that of the undergraduate. Where American or European texts would be unsuitable even for the undergraduate programmes in the developing countries, it has been even more difficult to find suitable teaching material for various types of training for social welfare at lower levels. The need to innovate has been very great and many efforts in this area have been made in response to a variety of needs. This training centre has produced handbooks for community development workers, for nursery teachers, for social welfare and probation workers, and materials on teaching adult-club groups and on child care.

To encourage this trend and provide the necessary guidance, the Social Development Division of the United Nations Regional Commissions in Africa and Asia has been promoting a vigorous policy of producing indigenous teaching resources. Firstly, several regional seminars and conferences have taken place to look into this problem and to find some solutions: the attempt made in Uganda and mentioned earlier has been one of the results. In Bangkok, ECAFE has been publishing a newsletter and promoting national committees for the production of indigenous teaching materials. In Latin America the office of social development of the United Nations, once more with UNICEF resources, has been carrying out a study of indigenous teaching materials in the region, in co-operation with the Latin American Association of Schools of Social Work.

So far, the production of indigenous teaching methods in the developing countries has mostly been confined to much needed local literature. This has been modelled far too much on the western case records for teaching case-work practice. Far more exciting and meaningful work yet remains to be done, in terms of what the developing countries really need in the fast changing social context.

Teaching methods and aids

Modern media of communication have naturally been put to good use by countries which have had the resources to do so.

The television and the cinema have been used to convey the importance of professional training in Canada and in the United States. Among the developing countries, Thailand has begun to experiment with the television medium by introducing basic social work concepts to the community at large. Schools in the United States are exploring the telelecture method of having lecturers address a class over the telephone system. At one of the schools consideration is given to a proposal for providing field supervision to students in a rural area 200 miles away from the university centre, through the telelecture system which also permits questions and answers.

The Social Development Division of the United Nations Regional Commission in Asia has been instrumental in focussing attention on schools in this region for drawing on indigenous artforms and local literature (including newspapers and magazines) and for selecting those aspects of the social milieu which have relevance for the understanding of local problems and situations. Puppets for training rural workers have been used by schools in India and Jordan.

Training by correspondence has been carried out in a few African countries with seminars in the training of personnel for social welfare. In the United States, a correspondence course in child welfare has been instituted by the extension service of one of the universities. This method of training, as a complement to short-term seminars and evening programmes, is also being carried out in the Byelorussian SSR, the Ukrainian SSR and the USSR.

Various methods have been tried as a departure from the usual methods used for more productive teaching, particularly in the United States. More emphasis has been placed on self and peer-group teaching. Group supervision has been introduced to have a larger number of students trained by each instructor.

What is known as sensitivity training, involving laboratory training approaches in human relations to increase awareness and increase the human potential, has been attempted in the schools of social work in the Philippines, the United Kingdom, the United States and in at least one instance in Latin America.

A school in Iran reports a flexible field learning plan. Different levels of field learning have been identified for different levels of practice with different field instructors. The idea behind this is to provide a planned educational service for the student, so that he consciously progresses from one level to another when he is ready and confident enough to go further in his experience and learning.

Staff development

Staff development here refers to a variety of training procedures for school or agency staff: the training of social work educators before and after entry into training institutions; the training of supervisors either as field instructors for schools of social work, or as supervisors of social service agencies responsible for the training of agency personnel.

Latin America has been more concerned than any other region about training of faculty for schools of social work owing, no doubt, to the fact that the training of social workers is mainly at the undergraduate level. Those who aspire to be educators at this level, therefore, have had to be provided with special training before and during employment as faculty personnel. Such training is also provided at the advanced level for teaching faculty through seminars during the long vacation months. The Mexican Association of Schools has been organizing training courses for teachers in the methods and theory of social work. A year's training for social work educators under the auspices of the Brazilian Association of Schools of Social Work and UNICEF has been organized in Brazil. The Association also opened up communications and exchange of information and views among teachers spread out over a wide region in the country. This spurred several participating universities into initiating independent training courses for social work educators. Training courses of a shorter duration have also been conducted through a co-operative agreement between UNICEF and the regional planning bodies of the Amazon Development Region and the south of the country. A common feature of these training programmes was the reorientation of social work knowledge and methods towards the needs of Brazilian society, and the relevance of such methods in a context of great social change.

A faculty development seminar in Colombia was organized by the universities in Colombia in 1969 with assistance from the United States. The purposes of the seminar were to help young teachers gain more understanding of social work theory and social work education, including specific understanding of how to develop curriculum and how to work on teaching methods; to increase communication and co-operation among the leaders in the social work schools of the various regions of the country in order to provide a basis for more interchange in the future, to provide opportunities for concerted work on the problems and issues facing Colombian social workers today and to examine the role of the schools in promoting professional growth and in providing leadership in various aspects of social development in Colombia.

In the African and Asian countries the regional offices of the United Nations have been organizing several training seminars for educators and supervisors in the field of social work and community development for their respective areas. In addition to such efforts, the countries have organized their own training for individual schools as well as for meeting intraregional needs.

Tanzania has held short-term seminars for rural development officers and wardens on how to conduct district training centres. They have been provided with techniques in data gathering, setting up of priorities and attainable targets, making rural development plans and mobilizing and allocating resources for action.

In Uganda, a training course on supervision has been organized with assistance from UNICEF. In the Sudan, a two-month supervision course has been undertaken at the University of Khartoum.

Ethiopia reports a two-weeks seminar for its graduates, for continued supervision after graduation. Such a programme was designed to stimulate professional growth among the graduates and to create channels of communication within the small nucleus of trained personnel, as such opportunities were lacking in the agencies.

In order to meet an acute shortage of supervisors, an experimental training programme for supervisory staff was carried out in Israel. The social welfare services in Israel had been hurriedly set up under the pressure of mass immigration. The most qualified people went to work directly in the field. The teaching aspect of supervision had been ignored as a luxury compared with the demand of the flow of immigrants for integration with the existing population. The need for family welfare as such, emerged only after the slowing down of immigration. In an effort to meet qualitative and quantitative needs of the personnel of public welfare agencies, the Ministry of Social Welfare embarked on a project of training a corps of supervisory personnel. The basic assumption of this course was that supervisors could be trained even if they had not been subject to supervision in the past. The first year of training was devoted mainly to the theory of supervision, psychology and the basic methods of social work. The second year was spent mostly on learning the functions of a supervisor by means of a variety of field experiences and on identifying with the total field of social welfare.

In India, Iran and Pakistan education for social work has been included in the curriculum at the graduate and undergraduate levels in order to train interested students in curriculum planning, supervision and evaluation.

In Greece, the faculty of social work is given four hours a week to work in social agencies and gain experience in order to qualify as field instructors. A result of this project has been to foster a closer understanding between students, agencies and faculty and to raise standards of practice. In France, too, a national scheme has been in operation for the training of field work teachers. One of the characteristics of this scheme has been the adoption of the method of team teaching.

In the United States, federal funds have been made available since 1962 for faculty expansion in the field of education for social work. It has been a common practice in Canada and in the United States to utilize the summer months for a variety of faculty sessions aimed at professional growth and development. In Canada, an advanced diploma in social work is offered to graduates who have had experience, for assuming responsibilities in field instruction, in supervision in staff development.

Three municipalities in Sweden have set up field work units with a staff of instructors in order to meet the problem of shortage of supervisors. In Switzerland, schools in Geneva and Zurich are offering one-year courses in giving and receiving supervision. So far, however, much of the course content is in relation to casework. Training of supervisors in the other methods will begin in the near future.

It is strange that in a profession concerned with human service much of this education has been left to voluntary planning or to the process of socialization within the profession. What is more remarkable is that little thought has been given to the professional preparation of educators. A change, however, is now

taking place as a result of increasing realization of the importance of the educational role, at a time when the concept of social welfare in the context of national development is changing.

B

Changes in society are reflected in the curriculum. The emergence of new problems and needs, changing values, the process of identification and the formulation of national development goals must necessarily have an impact on curriculum organization. Such changes, whether they consist of a radical reorganization, additional content, or a reorientation towards new definitions of purpose and objectives have been regarded here as representing different types of innovations in the area of curriculum. Just as manpower policies affect curriculum, the latter may also affect the former. Curriculum is, therefore, an important part of the whole manpower system for social welfare, particularly as it contributes to efforts for national improvement through training for social development.

Curriculum change for new roles and functions

Changes have been made in the curriculum for the training of personnel for new roles and functions. By far the most widespread change seems to have occurred in the development of social policy and planning functions. This has sometimes been described as training for social administration, legislative action and other related tasks. Whatever the name of the course or specialization, the subjects covered have included modern organization theories, social policy, planning and administration, innovations and leadership for a changing society, community power, people's participation, politics, the machinery of government and the nature and development of institutions.

In the developing countries, in particular where social welfare has been recognized as an intrinsic part of development efforts, planning for social welfare has emerged as a major task for which training has to be provided. In countries like Ethiopia, Ghana, India and the Philippines, however, the pressure of other immediate needs has confined such training to short-term sessions.

In China (Taiwan), Ethiopia, the Philippines and Thailand a new impetus has been given to both the graduate and undergraduate levels with the reorganization of the content of curriculum in social policy and planning for social welfare.

In India, a governmental body responsible for training in public administration, offers courses in social planning and policy making, social change and developmental administration for directors of departments of social welfare.

Such a trend is also discernible in Latin America. An institute of social service in Chile was created in 1967 to train workers specializing in particular fields of activity. Its programme has included training in social planning at the Master's level.

In the United States the major change in curriculum revision at the graduate level has been in relation to the preparation of personnel for functions in social policy and planning. Courses provided under this subject, in many cases

also cover social welfare planning, strategies for social action, and social policy analysis. While a number of schools concentrate on social policy, planning and action as the major thrust for those graduates who do not seek clinical practice, others reorganize their curriculum to expose all students to some aspects of societal work at least. In this context some of the reorganization of the curriculum has been concentrated in the areas of rural or urban social problems. In recent years, there has been a sharp increase in specialization in community organization reflecting the growth of interest in social planning and structural change. Enrolment in community organization has increased from forty in 1965 to 937 in 1969. More than two thirds of the accredited schools in the United States now offer concentrations in community organization with a social policy and planning content.

Universities in the United Kingdom (England) play a leading role in advanced training for social planning, for leaders of social service departments at the local, the regional or the central government level. Such training in planning and management of social services is expected to contribute to the administration of social welfare by government. The Netherlands has long been promoting training programmes varying from six-month courses for top-level administrators to twelve-month or two-year courses in policy making for administrators of social welfare, particularly from the developing countries of Asia, Africa and Latin America and also from more economically advanced countries. A two-year course in social policy for key administrative promotions, has been introduced since 1962 at the Free Polish University.

While changes in curriculum for new functions in social policy and planning are fairly common in several countries, there is also a variety of examples of training for widely different specialized functions. Since 1961 family planning has been recognized as an important field of work for today's social workers and schools in India, Iran, Pakistan, the Philippines, Taiwan and countries in Latin America. In the same countries, facilities for special training have been set up in schools of social work and in health and population agencies, which collaborate to provide the necessary training, usually under the leadership of the health authorities. Social workers have been in demand for extension service education and research in the field of family planning. As a result, training in this field has been intensified in most schools of social work. In India, in particular, the concept of family planning is gradually moving away from birth control and spacing of children, to more comprehensive concepts of family welfare planning with the over-all needs of the family becoming the focal point of service. The need for a multidisciplinary approach to the problem has been recognized and so has the need for training for different levels of practice. In the United States also, the problem has begun to arouse interest; this became apparent in the recent conference of social work educators held in Hawaii in 1970.

In some of the African and Asian countries, special programmes for the development of women concentrating on community involvement and family welfare, are considered of vital importance for progress in other areas of national life. Some training programmes which were begun specifically for that purpose, later expanded into training for other roles in social welfare, as well.

Labour welfare has long been recognized as a field for social work practice in India. However, some questions have been raised on whether a Master's degree in social work really equips a person to discharge functions in labour welfare and personnel management. More recently, training in labour welfare has been

reorganized in recognition of a more dynamic role that a welfare or personnel worker must perform in industry. More emphasis is being laid on courses in industrial psychology and industrial sociology in addition to the inclusion of other labour welfare and personnel management courses. A pioneer school of social work is now granting a Master's degree in Labour Welfare and Personnel Management to those specializing in this field. A similar development is reported in the United Arab Republic and in Latin America.

Social problems and needs in the field of housing and community resettlement have generated new approaches to curriculum in both the developing and the developed countries. In Colombia, special training has been provided for personnel entrusted with helping communities to solve their own problems of housing, in co-operation with government agents, and to develop a sense of community among the new residents. Hong Kong, which faces serious problems due to the constant stream of refugees from China (mainland) has started a programme of training for community development as part of the undergraduate social work degree in order to cope with the problems of resettlement. It is interesting to observe in this connexion that no distinctions have been made with reference to functions or training, between social workers and workers in urban community development. A university in the United States has been providing a special training for those working in housing management and in rendering services to the elderly.

Training in social welfare with a focus on problems of resettlement and reconstruction is reported from Nigeria, as a means of dealing with the results of the recent civil war. War emergencies have similarly called for the training of personnel to rehabilitate victims in the Republic of Viet-Nam and in China (Taiwan).

There are at least two reports on providing training for workers among migrants. The Federal Republic of Germany has been training Greek social workers to serve Greek workers who come into Germany. Switzerland has been giving special attention to training social workers who will attend to the problems of foreign workers in the country.

Other special needs are being met through relevant changes in the curriculum. In India, a National Service Corps Scheme has recently been introduced for undergraduate college students in order to provide them with opportunities to serve the community and to participate in social welfare activities. This is a voluntary programme and any undergraduate student who wants to volunteer for social service can join the National Service Corps in his or her college. The Scheme is also intended to enrich the student's personality and deepen his or her understanding of the social environment. Ethiopia is another country which has a national youth service that requires university graduates to serve the community in some way before becoming regularly employed. Schools of social work in these countries and also in countries in Latin America have the task of providing the knowledge and skills for such community service.

Racism has been given considerable attention in schools of social work in the United States. As this problem is particularly acute in the fields of housing, education and employment, an intersectoral approach has been adopted in the development of the curriculum.

Another important aspect of planning the curriculum in order to meet special needs has been the provision of courses in schools of developed countries, which cater for the interests of students from developing countries. Conversely, such courses enable students from the developed countries to understand social problems in the developing world. One of the schools of social work in the United States organized a course in social policies and services in world social welfare on the subject of planned social change in relation to the values of a society. In this course for graduate students, attention was given to values and to social, economic, religious and political forces that influence social welfare in a national and international context. Other schools in Northern America as well as in Europe, also attempt to make special provisions to help students of developing countries to function satisfactorily in their own welfare systems.

Introduction of social welfare and social work in the training for other professions

A trend observed in the relationship between social welfare and other disciplines, is the increasing use which is made of the knowledge and methods of social welfare in the curriculum for training in other professions and services. Our interest here is in the nature and incidence of social welfare and the social work methodology being complementary or secondary to the curriculum of another discipline or to the training programme of another sector.

One of the most common instances of social welfare being taught as a secondary subject is in the fields of health, law and education. In South Africa social work is introduced during the third year of the Bachelor's degree in nursing and during the first year of the diploma in nursing. In the Philippines, it is part of the curriculum for nurses while it is also taught to teachers and sociologists. In the United States, social workers have assumed a teaching role in hospitals. Doctors are also taught a minimum of skills and concepts of social work, of relevance to medical practice. Social welfare is also taught as part of the curriculum in the law school in the Congo and in some Eastern European countries including Czechoslovakia and Romania. In the latter, social welfare is also included in the training for the medical, sanitary, pedagogical and town planning professions. Ceylon has been conducting training for health workers who would practice in community centres. There are also instances of social work being taught to army personnel, as in Israel and Venezuela, both for the administration of social welfare among army personnel and in order to teach supervision, group relations and other social work techniques. In the United Kingdom (England), social work has been offered as an optional course for teacher trainees. Social work and community development are being increasingly taught to Buddhist clergy in Thailand and other Asian countries. It is also included in the curriculum of Christian seminars in some developed countries as for example, in the United States.

Integrated methods

A large number of schools have tried to introduce more than one method in teaching skills for social work, both in the classroom and in the field. This has been accompanied by demonstrations in the field in order to provide appreciation for the development and practice of several skills, to the agencies

used to the conventional single method approaches. Such attempts have been carried out in schools of both developing and developed countries at all levels of training.

In Iran, general training for the social worker is provided at the undergraduate level. According to the observation of a United Nations consultant in the country, by teaching the methods in an integrated seminar where field experience is discussed, the previous breakdown of professional- into caseworkers, group workers and community organizers is overcome, as each new group of trained workers have learned how to use the different methods appropriate to a given situation.

The decision to train generic social workers in Uganda was made in order to equip workers with the skills which enable them to work in different situations, in whatever part of the country they may be employed. These workers were trained in all three methods of case, group and community work. It was reported that in Kenya, experience during the last few years had shown that generic training was most appropriate for workers employed both in the urban and in the rural areas, at pre-university levels.

Schools in countries of Latin America are trying to develop a realistic approach to the problems of the region. A school from Colombia reported its intention to integrate completely the direct methods and techniques (case, group and community) in the teaching of social work, and to build up theory in search of new techniques for the solution of social problems in the light of local characteristics. At the same time it had been decided to end field work practice where research and methods of case work, group work and community work were used in an isolated manner, and to make social work an integrated process which attempts the solution of problems at the macro level.

The basic method as proposed by a school of social work in Chile, is learning of skills which enable the worker to face different situations within the general context of development. The specific points which such a reorganization of the curriculum seeks to correct are: (a) excessive differences and a lack of co-ordination in the teaching and practice of the three methods; (b) utilization by a social worker of those methods which he knows best and not of the method presented by the situation; (c) the social workers' lack of knowledge of appropriate methods to meet new situations; (d) methods of social work which are inadequate for the requirements of developing countries.

Since 1961, when the Fourth Pan American Social Work Congress was held in Costa Rica, there has been a restlessness among the faculty in Latin America for an identification of a professional theory. The case of Latin America speaks for other developing regions as well, when in 1966 it was said that "the social work theory was developed in highly industrialized countries from Western Europe and North America. The teaching materials used in Latin America come from those countries... the techniques being taught now were developed as an answer to needs and problems of industrialized societies and even though they could be of universal application, the techniques and concepts, in order to be of real significance must be taught and adapted in terms of philosophy, value systems, social organization and needs of each country". Since such thinking began, associations of schools and faculty have been seriously applying themselves to the challenge of evolving an indigenous philosophy and approach to the problems of social intervention in the Latin American region.

The Brazilian schools have issued a monograph in which it is stipulated that the integrated system would be the basic method for social work, which would combine the philosophical and scientific principles and the practical norms of the three operational processes. Similar developments have also been reported from Guatemala.

In the developed countries there has been the same tendency towards an integrated methods curriculum. This is, however, less pronounced in Europe than in Northern America. Nevertheless there are significant changes to be reported from Greece, the Netherlands and the United Kingdom.

In the Netherlands and in other European countries a trend towards less emphasis on specialization has been replaced by training of agents of change and of social actionists instead of general helpers of individuals and groups. The issue has been expressed by a respondent from the same country as follows: "Is casework or group work the real answer to social problems today?... Social work has to lay off its adaptative character and has to be the courageous champion for justice with the risk that it loses its good will in society". According to this respondent students are being trained in social observation and diagnosis as distinct from the focus on personal problems, taught in former years. However, it must be noted that this is only an emerging trend and that the major emphasis is still on training for conventional case work roles.

In the United Kingdom (Scotland) the accent on existing specialization in various types of individual services is to be modified in recognition of the common basic content of social work training. One university in the United Kingdom (England) has begun to teach all three methods instead of concentrating exclusively on casework, as before. Our special correspondent from that country reports that there has been a steady move away from specialization in basic training. Even though the three training councils, the Institute of Medical Social Workers and the Association of Psychiatric Social Workers are primarily responsible for sponsoring training for their different branches of social work, yet the actual curricula of these different courses are fundamentally the same.

The Seebohm Report (United Kingdom) 2/crystallizes much current thinking when it points to the need for staff trained in the principles and skills common to all forms of social work with individuals and families. It also suggests that there is room for experiment with a wider concept of generic training which aims to equip students to work with individuals, groups and communities as appropriate. The justification of this approach is the belief that the division between different methods of social work are as artificial as the difference between various forms of casework and that in his daily work the social worker needs all these methods to enable him to respond accordingly to social problems which involve individual, family, group or community aspects. A number of universities in the United Kingdom (England) are reorganizing their social work curriculum in response to the Seebohm recommendations.

Emphasis on more than one practice method in keeping with combined or integrated practice methods and approaches to social problems is widely prevalent in Canada and the United States in as many as twenty-eight schools of social work.

2/ Report of the Committee on Local Authority and Allied Personal Social Services, Cmnd. 3703, H.M.S.O., London, July 1968.

Developmental trends

The attempts described earlier to deal with the greater problems of society through an integrated, basic or generic methods curriculum, inevitably led to further changes in the curriculum in recognition of the importance of social welfare in national development. A tendency towards developmental objectives in social welfare, corresponding with the objectives of national development began to emerge particularly in developing countries.

In view of the fact that the Philippines offer an example representative of developments in other countries as well, the following paragraphs are devoted to events in this country. The Philippines reports that change in their curriculum for social work were consequent upon the need to introduce human and social factors to economic development, particularly with reference to (i) the rate of economic growth, (ii) the optimum rise in the standard of living, (iii) the equitable distribution of the national product, (iv) the creation of optimum conditions for the cultural well-being of the people and for their happiness in freedom and dignity.

The reorganization of the curriculum for social work followed upon changes in the nation's legislature the purpose of which was to deal with the social aspects of economic development. Legislative measures pertaining to land reform, urban and community development, low-cost housing, squatter relocation, rural resettlement, the reorganization of the national governmental structure, local participation, medical care, magna cartas for labour and students, and manpower development scheduled to accelerate availability of trained manpower for national development, had serious implications for the preparation of a more appropriate curriculum for social welfare.

The increasing recognition that community development is, on the one hand an effective means to initiate reforms at the grassroots level, especially in rural areas, and, on the other, effective in counteracting social unrest, as well as its need for a methodology, led to the merger of two institutions responsible for social work on the one hand and community development, on the other. Moreover, since the expressed goal of the national community development programme was to develop self-reliant and responsible citizens, capable of self-government, the merger of the two institutions thus embodied economic, political and cultural goals.

The newly merged institution was meant to "give form and substance to the vital link between social work and community development and make possible continuous, systematic attention to such important tasks as: (i) preparation of the manpower needed to perform these functions by drawing upon the total resources of the University, (ii) generation of the knowledge needed for policy making and support of effective professional practice through on-going research and (iii) extension of consultative services to the community in balancing economic and social planning".

A school of social work and community development in the Philippines was created by Congressional Act of June 1968. This raised the status of social work and community development in the country. This development was the result of requests from community development workers who, for various reasons, felt the need for more knowledge and skills in this field. There was agreement between

social work and community development workers that social work which has a strong academic base, had definite contributions to make to community development. Earlier, the only training given to community development workers was a six months' pre-service training in the College of Agriculture. It was felt that community development could best acquire an academic base in close association with the social work discipline.

In Iran, a United Nations adviser to the school of social work comments that the field instruction as part of the total curriculum reflects the social, economic and cultural environment of the country. The emphasis is on broad community programmes for large groups in the community. Remedial and rehabilitation service is included but emphasis is laid on improving the social functioning of urban and rural populations. This is done by means of programmes which emphasize participation through education and other services, preparation for work roles and provision of their own manpower as for example in neighbourhood groups. Individual and group interests are seen from the perspective of the larger system.

The same trend is observable in other Asian and in African countries. Malaysia has recognized that: "The strategy of the social work approach to national development is to intervene professionally at strategic points and situations in the total programme so as to ensure that the maximum possible returns in terms of human development are forthcoming where heavy investment of resources is concentrated. For this strategy of implementation to be effective, the goals of social work are being harmonized with those of national development and practical methods evolved to bring about fuller participation of the people for whom the benefits of the development projects are intended. In this way, the major responsibility of social work within the context of national development is to help bring about the realization of development goals through the elimination of mass poverty, improvement of educational levels and health standards that are the basic causes of existing social problems and which act as constraints to development."

"In Malaysia the movement towards a broader concept of welfare services as a multipurpose community service has begun and it is expected that this trend will continue with more rapid momentum in the future. This is beginning to be reflected through subtle changes going on in the understanding and meaning of social work training. There is already more liberalism with regard to the curricula and method of teaching employed and greater emphasis given to versatility and flexibility of training to produce the manpower to meet developmental needs and problems. The new functions require the competence of generalists whose knowledge cuts across the various sections of national development and who have particular skills in fact-finding and analysis, development evaluation of policy alternatives and preparation of plans which are integrated with the broader development planning of a nation. This raises the question of considering whether specialized training for social welfare should move in a different direction to meet long-term needs for planners, policy makers, social developers and social researchers as opposed to specialists in child welfare, medical social work, juvenile delinquency and other traditional social work specializations. The primary issue is not whether these specializations are useful in themselves but whether, under given conditions from the social work point of view, they provide more flexibility at the operational level and,

thereby, are more realistic, more effective, and make a bigger impact on programmes of national development than of the other alternatives." 3/

Jordan recognized the same development when it declared that the scope of training should be broadened so that social workers are trained to contribute to social development in its broader sense.

In the African countries there is great interest in giving social work a perspective that will encompass country-wide change in keeping with the objectives of national development. In the Upper Volta, staff for community and regional development have been trained on the basis of a curriculum the aim of which is to integrate social work and community development. In the United Republic of Tanzania the emphasis of the programme is on social development. Ghana, Kenya, Togo and Uganda have reorganized their curriculum in the light of the same objective.

In Ethiopia, since 1968 questions on the kind of training the school of social work was providing led to modification in the curriculum. In the course of proposals for a revision, it was observed that the school should train personnel not only for existing positions but also for future roles in policy making and administration. The role of the contemporary social worker in a developing society should be seen as one of bringing about institutional and organizational reform in the economic and social structures in which the workers operate. This called for the inclusion of more social sciences in the curriculum and also for a more interdisciplinary approach.

Schools in Latin America are earnestly following the same trend. Our special correspondent for Latin America stated that the concept of community development as a democratic process is evident in the content of many training programmes. Community development continues to be considered as a method of the profession.

The Director of a school at Arequipa in Peru writes that, from direct experience and sheer necessity it would seem more valid to dedicate one's efforts to group work and community development in the task of promoting social change.

A school of social work in the public education system of Mexico was involved in what proved to be an educationally rewarding effort when it decided to carry out a study of drop-outs from a technical scheme in co-operation with that school. An attempt was made to find a solution through a programme of community development involving both the school of social work and the technical school which mainly concerned itself with training for building and construction. It was found that the social workers who participated, including teachers and students, acquired a better understanding of the value of the profession, and of social phenomena, as well as of their participation in the provision of social welfare. It was found that in order to achieve community welfare and the integration of the social worker's professional role with national development, studies should be made of the environment, of how individuals live, and of their social stratification and standards of living. The experiences of many schools in Latin American countries as in Argentina, Brazil, Chile, Venezuela, are comparable to those of the Mexican experiment.

3/ International Conference of Ministers Responsible for Social Welfare, Statements prepared by Governments (Malaysia, 1968) (E/CONF.55/7), pp. 11 and 23.

Thirty-eight social workers representing different regions in Brazil met at a seminar and examined the role of social work and its importance to the development of Brazil. The following are some relevant excerpts from the report issued at the end of this seminar:

"In its intrinsic dynamism social work is challenged by the difficulties of the development process. Through continuous revisions of its objectives, roles, functions and methodology, it has been searching for a way to integrate in this changing situation and become an efficient instrument in helping all men to fully attain the human condition.

"To analyse the objective of Social Work it is necessary to distinguish between the remote and the operational objectives.

"The remote objective of social work can be considered as the provision of indispensable resources to the development and evaluation of the man and the improvement of the human conditions, harmonizing universal values with cultural and individual values. These values function as a point of reference of desirable goals both tangible and intangible which constitute the operational plan of social work.

"The operational objectives may be stated as follows: (a) to identify and focus problems or residual distortions that impede individuals, families, groups, communities and populations from reaching social and economic patterns compatible with human dignity and stimulate the continuous upgrading of these standards; (b) to gather elements and elaborate data referring to problems or dysfunctions requiring social reform; (c) to create conditions to make effective the conscious participation of individuals, groups, communities and populations by either promoting its integration in the conditions resulting from change, or by provoking the necessary change; (d) to implant and dynamize systems and equipment in order to reach these objectives.

"The functions of social work in different levels of activity result from its nature and objectives: (a) social policy: motivate the formulation of social policy when it does not exist, activate it when it is inoperative, and provoke its reformulation when necessary; offer help, within a comprehensive perspective, to the formation of such a policy; create systems, channels and other conditions for the participation of those affected by the measures of this policy; (b) planning: with the experience gained by considering changing needs, expectations, values, attitudes and behaviour of the communities and population, contribute to the reformulation of objectives and establishment of goals; contribute to the creation of conditions that may permit the participation of the people in the planning process; (c) administration of social welfare: promote and participate in operational research; elaborate micro-planning; implement, administer and evaluate social welfare programmes; encourage the beneficiaries to participate in programming the services; (d) services of direct assistance, of corrective, preventive and promotional type, destined to help individuals, groups, communities, populations and organizations: work with individuals who present problems or difficulties of social integration, through the mobilization of their individual potentialities and the full utilization of the resources of their environment; promote group life particularly in that relating to the practice of tasks inherent in social life; enable the community to integrate itself in the development process through organized action, with a view to

meeting its needs and realizing its ideals; work with organizations with a view to adapting their objectives and methods to the needs of the social situation and their integration in a development perspective.

"In analysing the nature of the various activities of social work, it is inferred that they comprise two levels of operation: micro-operation and macro-operation.

"The level of micro-operation comprises the functions of social work at the levels of administration and execution of direct services.

"The level of macro-operation comprises the integration of the functions of social work at the level of policy and planning for development. This integration presupposes participation in planning, in implantation and in the best utilization of the social infrastructure.

"The social infrastructure is herein understood as 'basic social provisions' and health services which are as important to the soundness of any society as its economic and physical infrastructure. In addition: (a) there should be a high job-potential for people from different socio-economic groups; (b) the land should be used, whether by local government or by private enterprise, in a manner which benefits the whole population; (c) there should be an adequate network of communication, not only in the physical sense of telephone, radio, and so on, but also in terms of the social channels through which groups communicate with each other; (d) there should be ample provision for such socio-cultural facilities as educational, religious, social and recreational institutions.

"The community development process is equally employed at both levels. On the level of macro-operation this process is inserted in national or regional systems of planning as an instrument for the establishment of channels of communication with the population and to promote its participation in the planning process.

"At the level of macro-operation the modus operandi of social work consists of: (a) participation in all phases of programming for the macro-plan; (b) formulation of the methodology and action strategy to elaborate and implant social policy; (c) planning and implementation of the social infrastructure.

"These levels of operation form the professional pyramid necessary to social work for the realization of its remote objective and operational objectives." 4/

In Europe and in the United States, the acquisition of community development interests by social work is not apparent, but there is a clear tendency towards developmental objectives. A number of European countries have been promoting community development. Italy, the Netherlands and the United Kingdom (England) have some significant developments to report. While the efforts are not always in direct association with schools of social work, in the United Kingdom (England), the National Institute of Social Work Training has sponsored a community

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4/ Brazilian National Committee of the International Council on Social Welfare, First seminar on the theory of social work (Araxá - Minas Gerais, Brazil, 1967), Agenda Exhibit No. 4 (unpublished).

development project, aimed both at serving selected neighbourhoods and at providing teaching materials and student placements. An institute of social studies in the Netherlands has been following a consistent policy of organizing curricula in keeping with the national goals of both developing and developed countries.

In the United States, the problems of urban slums and deteriorating rural regions have motivated several schools in the country to include community development as a major field of interest or as an intervention model to be integrated with the methodology courses. According to the curriculum study by the Council on Social Work Education there are several schools of social work offering courses in theory or methods oriented to objectives of social development of the society at large. In redefining social welfare and social work, several schools and social work educators have taken note of this trend.

The interdisciplinary approach

The examples that follow represent various efforts to construct a curriculum which would meet realistically the demands of social welfare within the programmes of national development. The apparent inadequacy of the methodology of social work and the relevant parts of the curricula have generated further experimentation characterized by an interdisciplinary approach to the problems of development. There are two aspects to this: an interdisciplinary approach for intersectoral or interprofessional functioning in the field, whether for planning, policy making, and analysis, or intervention strategies in response to the needs of people at implementation or service levels, involving interprofessional training, and interdisciplinary curriculum arrangements.

The United Arab Republic carried out an interdisciplinary project to train students of social work, nurses and home economists in community work. This was based on the idea that team work would provide an effective means for integrated intervention thus avoiding a splintering of community interests and effort resulting from diverse and unco-ordinated approaches to the community. This is but a start in interdisciplinary work. Training for rural development in the United Arab Republic has generally adopted this approach.

The Economic Commission for Africa of the United Nations has noted a wide prevalence of such interdisciplinary training in the whole African region. At the time of writing of this report, Ethiopia was about to begin an interesting experiment in interdisciplinary training on the assumption that development is a function of interdisciplinary effort. It has been proposed that a new college of social sciences and development administration be created in order to reorganize the curriculum of social work to meet the national needs of social development.

The reports from Asia are not directly related to interdisciplinary training though there are relevant implications in the new roles ascribed to social work practice in the preceding section. The following observation in the case of Malaysia has direct relevance in terms of interdisciplinary functioning: "Initial involvement in Malaysia suggests that a distinctive role will emerge within the team-work approach that has been established for the implementation of Five-Year Plans as an integral part of the administrative system beginning from grass-roots levels. This approach is based on the realization of the essentially composite and interrelated character of development and has led to a pragmatic approach to

problems of development in a more systematic and radical manner and in all related aspects than has been the case hitherto. Planners, policy makers and administrators are now turning to professional social workers for advice and guidance in the formulation and implementation of plans that involve the people with whom social workers deal with and understand. Working with groups of specialists is not altogether new to social workers. The nature of the contact in working with planners, administrators and other professionals as members of composite teams of specialists is new, more comprehensive and complex than in the past and therefore calls for attitudes and skills of a different kind." 5/

In Latin America, also, there is active engagement in various interdisciplinary experiments which have been generated by efforts to orient the curriculum towards developmental objectives. At a school of social work in Bogota, an interdisciplinary practice in the field has been carried out with the faculties of architecture, engineering and sociology. In an effort to improve field work training and instruction sociologists, anthropologists, physicians, economists, lawyers and psychologists together with other related specialists, have been working with teachers of social work to prepare them for an interdisciplinary approach to social intervention. A similar experiment at a university in Chile led to changes in both theory and practice of the curriculum and to the adoption of interdisciplinary approaches.

Apart from such projects involving several disciplines, there are examples of others, smaller in scope and confined to working with one other discipline but with significant implications for further development. In Guatemala the joint training of medical and social service students was carried out in 1963 by a medical school and a social service school. At a university in Lima, social work and family education are conducted as two separate training programmes in the classroom, but they work together in the field.

Such interdisciplinary collaboration, particularly between law and social welfare, or health and social welfare is to be found in Czechoslovakia and other countries of Eastern Europe. In the United Kingdom (England), an interprofessional working party has been established to improve the welfare of children. They have been urging for the pooling of experiences, for assessing areas of common ground covered by teachers and social workers in their respective courses, and for the development of experimental courses that would incorporate these common elements in the early stages of training, while allowing for later specialization. The concept of joint training has been put forward by at least three social work reports in that country (the Younghusband Report in 1959, the Seebohm and the Gulbenkian Reports in 1968) and in three education reports (the Newsom, the Robins and the Plowden Reports).

In Canada, interdisciplinary co-operation takes place mostly in the field of health. While the same applies to the United States, some departures from this practice are worthy of note. There are cases of co-operation with the school of law as, for example, carried out by a university school of social work the field practice in one of the deprived areas. Another school of social work reports the provision of placements in the field, where students could work with other disciplines like business administration, nursing, medicine, psychology, sociology, political science and law. Yet another school puts forward training for social administration as the means for making the broadest impact on society. In making this proposal the school has outlined interdisciplinary

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5/ International Conference of Ministers Responsible for Social Welfare. Statements prepared by Governments (Malaysia, 1968), (E/CONF.55/7), p. 17.

training in three schools, namely those of social work, business administration and commerce; the students would be enrolled in any one of these schools according to major professional interests. It stresses that in outlining its proposals the school has made a case for such training: in view of the close interrelation of the social services with other major service systems of the modern urban industrial community, it is essential that the interactions and interconnections of these various human services should be studied; and practitioners of administration in all of them need to be prepared to work with full knowledge and understanding of the interrelated services, particularly those of health, welfare and education. The values of interdisciplinary training and comparative research are particularly notable in this connexion. For example, among the most pressing needs of staff in all of the human services are a sound grasp of the character and problems of a modern urban society, social and intergroup tensions, and the need to provide for citizen participation in the operation of service delivery systems; there must also be study and development of effective methods to ensure the interdependence and interrelation of services in the complex modern urban society.

Our special correspondent from the United States observes that interdisciplinary emphasis in service, teaching, and research is becoming a universal feature in all practice of social work, where earlier collaboration with other disciplines was only characteristic of such social work activities as in the fields of health, mental health, public education and correction. In developing the base of knowledge of social work, an earlier sense of isolation from the social, behavioural and biological sciences is gradually giving way to utilization of theories and concepts from many fields.

In education, these trends are beginning to be reflected in the greater use of teaching staff from various academic and professional disciplines, in the participation of schools of social work in joint teaching and research projects together with other professional schools and university departments, in greater availability of elective course for social work students in other departments, in the use of social work courses as electives for students from other departments, and in shared field experiences for students of social work and of other disciplines. These developments, which are a result of the increased complexity in human affairs and of the rapid development of new knowledge will, unquestionably, continue.

Training for new roles

A review of the changes reported primarily in the curriculum of schools of social work and of other training institutions for social welfare functions reveals the following main characteristics: (a) the emergence of new areas of content reflecting a movement away from the traditional fields of social work practice; (b) the introduction of knowledge concerning social welfare and social work into the curricula of other disciplines; (c) the trend towards a curriculum of integrated methods; (d) curriculum objectives that go beyond the remedial and the preventive; (e) the involvement of several disciplines and sectors of development together with social work, in the training of personnel for social welfare as well as in the modes of social intervention for the improvement of human conditions.

The rapid rate of social change, the trend towards industrialization, the great increase in the size of the population, the rate of migration to the cities and other related factors have affected both the developed and the developing countries, to an extent that has brought intense soul searching to many of the existing institutions, not excluding that of social welfare and the training of personnel for the development of human resources.

Needs in social policy and planning (including social welfare planning), social administration for social development and legislation for social reform are being urgently met, in order to ensure the provision of better social welfare services, and to bring about a fundamental change in the relationship of social welfare to national development.

Schools have developed special courses to cover rural and urban social problems. These are efforts designed to give a comprehensive understanding of the problems that beset our modern urban and rural areas. As in the case of social policy and planning, these are all indications of the desire to reach as wide a population as possible and to make a decisive impact on the welfare of the population.

In some of the developing countries, national-wide approaches to family planning, youth welfare, child welfare, and special programmes for improving the welfare of women have led to considerable changes of the curriculum. It is to be noted that these are crucial areas for social change in countries struggling to maintain adequate standards of living. Involvement in any of these areas inevitably leads to close association with several other sectors of development and either conflict or co-operation with many existing institutions.

Labour welfare or social work in industry is connected with several key institutions in urban areas, as well as some in rural areas from which many workers migrate. Training for labour welfare has necessitated the collaboration with a number of other sectors affecting the lives of the industrial working population. In Europe the welfare of workers has assumed a similar significance for schools of social work as a result of labour migration into the capitals and large cities.

Housing and community resettlement have assumed great importance as programmes of welfare necessitating an intersectoral approach for the solution of related problems. Whether housing is meant for those in need of homes as a result of the increase of population, or for the dispossessed following political upheavals or natural disasters, or whether it is a matter of new schemes of land development, such projects are usually on a large scale and demand the active concern of all sectors of development.

Schools which have tried to provide training for these new roles in social welfare have been compelled to make fundamental changes in their approach to usual curriculum problems so that social welfare service might make a meaningful contribution to national development.

When training personnel for other disciplines and professions in the skills and methods of social welfare, schools of social work have had to collaborate closely with these disciplines and professions. Social work is part of the training of doctors, home economists, priests, lawyers, nurses, teachers, town

planners, public health workers, and even of army personnel, in both the developed and the developing countries. We are thus witnessing on the one hand, the growing involvement of social work educators in the preparation of curricula for training in other professions and vice versa, and, on the other, the equipment of the other professions with relevant knowledge of social welfare or social work skills. Both these trends help to promote professional and interdisciplinary collaboration which is essential to the task of national development.

Courses in methodology have been taught, in which the three methods of social work practice, usually taught separately in the schools, were combined. In most cases, they have been termed courses in basic methods, in integrated methods, or in generic methods. This integration has been achieved, apparently, more in the classroom or in the theoretical teaching, than in the field. The reason is that agencies usually render services in the community as casework, group work or community organization, unless a comprehensive approach and integrated measures are indicated when, for example, an agency is involved in community development, social policy and planning, or in a project of development in which the agency has a strategic role to play. The application of the integrated methods has therefore been confined to experimental cases or to cases involving basic reforms in society or comprehensive services, such as the programmes dealing with poverty in the United States.

Even in the developing countries pockets of development in the urban areas have produced situations not different from that which the conventionally structured agencies of the developed countries face. In the case of these urban pockets, most of the urban agencies have not provided scope for the practice of integrated methods. However, in programmes for the development of urban communities and most parts of the rural areas where the majority of people live, there have been opportunities to attempt a generic or integrated approach to social problems. In the case of the latter, it has been easier to attempt an integrated approach in the field than to develop such methods in the classroom due to the pressure of developmental programmes in the field and the slowness of theory teachers to evolve curriculum concepts in keeping with the field demands of the developing regions.

In most of the developing countries the integration of methods has been largely left to the student in the classroom, while opportunities for practice are provided in the field. The courses are taught separately, but all three methods are included in the curriculum with opportunities for integration during seminars, when problems emerging from field experience are presented and discussed, occasionally with the participation of field instructors and classroom faculty. More recently, however, the teaching of the three methods separately, while still continuing, is increasingly being replaced for all the students by a course in integrated methods, a trend which is now increasingly adopted in the developed countries.

Another indication of the merging of methods has been the tendency towards less emphasis on specialization as reported in the Netherlands and in the United Kingdom (England). Specialization in child welfare or in medical social work has, most often, meant case work or sometimes group work. The trend away from specialization has brought on a tendency to acquire skills for social action, for reform and social change, for the promotion of social development and for dealing with more fundamental problems of society. For such tasks there has been

less emphasis on the individual approach to persons in need. Similarly, in the United States, courses in comprehensive methods, urban social work and polyvalent approaches have necessitated a departure from the single methods and the adoption of an integrated approach to problem solving.

In some cases, these changes in the curriculum were made to prevent the fragmentation of the profession into different methodological orientations. In almost all cases the drive has been to provide comprehensive skills to social workers who would thus address themselves to social problems and to the needs of a situation instead of being limited in their response to needs, conditioned as they are by a training in the traditional methods. It was recognized that intervention was necessary not only at the local level but also at the regional or national where fundamental changes had to be made if a more meaningful service was to be provided. Curriculum changes reflected the need to extend social welfare for the whole urban and rural population, taking into consideration the indigenous needs of a variety of population groups. Finally, a better use of time and resources demanded basic changes in particular in courses on methods.

The trend towards the integrated methods curriculum has led to the recognition of the broader goals of social welfare. Like every other sector of development, social welfare has been called upon to contribute to the implementation of national goals. Schools of social work have been drawn into this effort with the mission of evolving appropriate strategies for this end.

The most common and at the same time the least positively oriented activity has been perhaps the attempt to cope with the ill effects of economic development. Quite often, industrialization and migration from the rural to the urban areas has been accompanied by this organization of the family or by personal or community maladjustments which have nullified efforts at economic development. While in the past the role of social welfare had been to deal with the results of such ill effects, its current role is not only to prevent their occurence, but also to promote conditions which will safeguard and maximize the desirable consequences of development and reduce the chances of the undesirable.

It is thus possible to distinguish two major roles for social welfare: (a) it contributes to the integration of the social and economic factors of development and (b) it concerns itself with the social aspects of development. Changes in the curriculum have been designed to prepare personnel in the task of improving the social functioning of urban and rural populations through popular participation, community education and preparation for work roles. The general aim has been to make social welfare an instrument for initiating change, as in the basic reform of institutions or in the development of new ones, rather than to confine efforts merely to accepting change imposed by authorities with whom the people have had little contact. In response to the needs of the population as a whole and to the needs of national development, there has been a search for a model of intervention beyond the remedial and the preventive level.

The basic content of such curriculum changes has been concerned with the acquisition of more knowledge and with the development of appropriate skills with a view to bringing about change in society, in its institutions, and in the attitudes of the people. This has, to a large extent been reflected in the tendency of schools of social work, in both the developed and the developing countries, to seek administrative integration with schools of community development,

or curricular integration between the two, or to make other attempts at integrating components of social development. In the developed countries, similar co-operation has also taken place between social work and other disciplines.

The changes in curriculum content or restructuring of curriculum for the training of personnel for social welfare are no doubt indications of the inadequacy of existing patterns of training. All the attempts referred to so far have been expressions of the need to integrate the social with the economic aspects of development. In developing countries the schools of social work in particular, have begun to recognize the implications of having to cope with development in a context where most people do not have the basic means for adequate economic and social functioning. And yet, the methods of social work practice have been borrowed from a context where for a long time a minority has been the focus of welfare programmes.

The challenge has really been to find a model that will go beyond the remedial and even the specifically preventive and to come out with a broader and more positive kind of intervention that will embrace the majority of the population in the developing countries. It is necessary not only that they be relieved of immediate needs and stresses but also that their standard of living be raised to such a level that will permit them to participate in, and contribute to national development.

Such attempts were made to some extent by schools of social work that had not accepted the western experience of the conventional social work methods, without discussion. Sheer necessity had compelled some schools to address themselves to the needs of the majority of the population, or at least to some members of this majority. Thus, in the countries of Africa, Asia and Latin America we find some examples where the schools have been concentrating on providing their students with experience in promoting the improvement of whole communities who needed, not only to be rescued from poverty, but also to be helped to develop their own resources for continued development. In fact they were promoting programmes of community development and social change beyond the welfare of any one community as working at the local level demonstrated the need for change at the regional and national level. On the other hand, schools definitely committed to community development or holding courses which had adopted a community development methodology, were also evolving a method of response to multiple needs for whole communities. Where this took place in a training institution committed to community development, a more complex educational challenge emerged. The social work methods were re-adapted, or new procedures of intervention were evolved with or without reference to experiences of social work.

In reality, both were searching for a methodology with a more comprehensive approach to social welfare in the context of national development needs and goals. In some cases the educational problems at least came nearer to solution through the integration of courses of social work with community development, or through the integration of a school or institute of social work with a school of community development. In some cases they became aware of the complementary role of both and they acted in close relation with each other, though remaining separate training programmes or institutions.

Aware of this necessity of providing a training to enable personnel to tackle complex problems of community or society, schools were inevitably led to a critical evaluation of the limitations of conventional training. It is true that the concepts of social work were derived from other social sciences, mainly psychology and sociology, from medicine and, to some extent, from economics and political science. In reality, however, an attempt has been made to use these sciences in specific methods of social work confined to narrow areas of service provided by social welfare agencies. In the developed countries, such practice, confined to well defined treatment oriented areas of casework or group work, has not encouraged a further growth in the use and development of knowledge and skills from other disciplines and professions. This has not been so in certain endemic areas where there has been concern about the complexity of urban problems or the breakdown of institutional life in rural areas. But the reality of developmental social welfare has proved the inadequacy of the kind of integration of the curriculum generally adopted in the western systems and schools in the developing countries. Social welfare personnel in the developing and, to some extent, in the developed countries have had to (i) work with personnel from other sectors and disciplines, either as part of a given plan, or as a result of an action planned to meet the growing and complex needs of society, and (ii) identify related problems and decide which content or programme sector should be stressed in a strategy for social development. The result has been a search for the most economic and effective type of intervention.

Training schools for community development have taken for granted that their task must be interdisciplinary from the very beginning and have tried to respond to the need for curriculum development and for practice in the same way as the schools of social work. However, in institutions which were not aware of, or rejected the social work methodology, there has been much search for a conceptual scheme relevant to the practice of developmental social welfare. Where there has been an appreciation of social work, of its advantages, its strengths and its weaknesses, there has also been a struggle to adapt the known methodology to interdisciplinary needs. The results have not yet been assessed adequately enough to learn from the wide spectrum of curriculum experiments, ranging from the rejection of known methodology to the too eager adaptation of existing methodology.

Interdisciplinary training may have the following objectives:

(i) A comprehensive understanding of interrelated aspects of social problems and needs.

(ii) The diagnosis of a need situation and identification of what is more clearly social and its relationship to other needs.

(iii) The development of a strategy that is appropriate in terms of developmental social welfare; this may be a social welfare strategy per se; a social welfare strategy in combination with others; a non-social welfare strategy. Ultimately all these strategies are meant to secure socio-economic objectives; hence, whatever the strategy, there will be implications for a particular kind of social welfare role or approach.

(iv) Co-operation with other sectors of development and the use of interdisciplinary knowledge and skills involving a team approach in collaboration with other professions.

There are two problems here that concern educators engaged in training personnel for developmental social welfare: (i) planning of the curriculum for interdisciplinary functioning; (ii) development of a model of intervention for interdisciplinary functioning.

It appears that there have been several successful attempts in the interdisciplinary training of teachers and social workers, and of social workers and health personnel. But these have been made with reference to specific problems confined to well defined sectors of development. Further, they have not comprised the whole range of needs encountered in social change or community development programmes and which call for the involvement of several sectors of service besides health and education, in association with social welfare. What is more, such training has not produced, so far, a satisfactory model for community intervention.

Interdisciplinary training is probably carried out in several countries more than is apparent. However, it appears that it is still in the experimental phase and satisfactory solutions have yet to be found for interdisciplinary functioning. It is likely that at the time of writing this report and by the time it is published, significant progress may have been made in this direction.

The following patterns of development have been noted with reference to interdisciplinary training: (i) training the different professions together as, for example, social workers with home economists, agriculturalists and nurses in community work; social workers with sociologists, anthropologists, psychologists, economists, lawyers, and physicians; or social workers with one of the following: nurses, lawyers, teachers, education personnel for family life and doctors. It must be mentioned that such training has been confined to short periods of time except in the case of social workers being educated with teachers and nurses, where the period was extended; (ii) introducing an interdisciplinary content into the curriculum of social work by bringing in representatives of the different disciplines or sectors of development. This has been by far the most prevailing pattern.

At the same time with such teaching in the classroom and in the field, actual interventions at the community level have also been attempted by teams of workers representing different disciplines. Such team work has helped the community to react as a social unit and to provide a basis for integrated intervention. These approaches are confined to a few countries in the developing world. They are regarded as experimentations or special strategies for development in several countries of Africa, Asia and Latin America. The impact of urban and rural problems has given rise to comparable events in the developed countries also.

In conclusion, it may be said that these curriculum changes are significant because: (i) they indicate an awareness of the need for the integration of social welfare with national development efforts; (ii) there is a necessity for social work to integrate its knowledge and skills with the different disciplines and professions relevant to all the sectors of national development; (iii) they provoke search for satisfactory models of intervention involving an interdisciplinary approach by teams of different professions for the realization of the social welfare objectives of programmes for national development; (iv) training for such intervention may no longer be considered as a monopoly of schools of social work, though their special contribution should be recognized; (v) these developments have implications also for the length of training , the prerequisites, the organization of teaching resources and the levels of training.

IV. CONCLUDING OBSERVATIONS

A variety of new approaches (in the context of our definition given in the Introduction) in meeting manpower needs for social welfare, has been reviewed in chapters I, II and III. This chapter deals with their significance and offers some concluding observations based on the findings and supported by recent literature and reports in the field of social welfare. 1/

Manpower policies for social welfare

There is not enough evidence in any one country for the existence of a comprehensive manpower policy. On the other hand, the need for such a policy as part of a national development plan has been felt and expressed in varying degrees by both developing and developed countries, in their efforts to formulate policies and project manpower needs in assessing the nature of social welfare functions to provide a basis for manpower planning in building instruments for the study and planning of manpower and finally various supportive measures to facilitate the growth and expansion of manpower development and utilization for social welfare manpower.

The combination of all these different efforts would indicate a movement towards a comprehensive manpower policy for social welfare. However, each of these separately has its own contribution to make to the development of an over-all social welfare manpower policy. Here it may be appropriate to say a few words about the nature of social welfare.

Developmental social welfare

In mobilizing a country's resources for development, there is greater acknowledgement of the most important factor of all - people - who are both the end and the means of development. It is evident from the study of relevant literature and available data that social welfare is not only regarded as an instrument of development but also as the goal of development itself. However, there is no consistent pattern in the expression of such a belief, owing to many difficulties

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1/ ECA, "Report of consultant team for the study of schools of social work in Africa", (E/CN.14/SWSA/3/Add.1, 1964), "Report of the seminar on the relationship of social work education to developmental needs and problems in the ECAFE region" (E/CN.11/SD/DNP/L.2), "Report of the first national workshop on social work education" (Manila, Social Welfare Board, 1967), Virginia A. Wolfe, "Functions of contemporary social work in Latin America", paper presented at the Seminar of Latin American Schools of Social Work held in Venezuela, 1968, Virginia A. Paraiso, "Social service in Latin America: its functions and relationships to development", Economic Bulletin for Latin America, vol. IX, No. 1 (United Nations publication, Sales No.: 66.II.G.7), Mitchell I. Ginsberg, "Changing Values in Social Work (New York, Council for Social Work Education, 1968) Transcript No. 69-340-26, "Trends in social work education in Asia", Indian Journal of Social Work, vol. 28, No. 1 (April 1967).

arising from the history of social welfare, the profession of social work and the struggle for the achievement of economic development as offering more immediate gain.

It may be claimed that the role of social welfare in the context of national development is supported on the whole by the trends and innovations reported particularly in chapters I and III. However, the reason for the only partial support for social welfare in all its developmental implications may be found simply in the lack of employment opportunities and in the limited resources available for social welfare. There is a variety of proportionate investments in the remedial and preventive aspects of social welfare, depending on the resources available, on the value attached to a national commitment on social welfare, and on social and professional leadership.

In the light of the attempted definition of social welfare in the developmental context in chapter I and of the findings under review, the following additional observations may be made about the characteristics of social welfare, in order to understand its importance for the development of a manpower policy.

It would appear that the findings on curriculum outlined in chapter III point more definitely than anything else to the trend towards developmental social welfare. Further to the observations made in the Introduction, developmental social welfare may seem to have the following characteristics: (a) it is positive in its objectives; (b) it is comprehensive and related to all sectors of need; (c) it covers all relevant sections of the population; (d) it meets the needs of the target population and develops their potentials; this contributes to the improvement of the social functioning of the population as a whole and, consequently, to the realization of developmental goals on a national scale.

Developmental social welfare generally consists of the following tasks: (a) relating the social functioning of the target population to national development; (b) co-ordinating the different sectoral services or disciplines which contribute to social functioning; (c) guiding the actions of the population so that they may contribute to the improvement of the community; (d) creating or modifying institutional processes for change conducive to national development and eliminating those which are detrimental to it.

Specific forms of developmental social welfare activities are for example: the development of leaders and of institutions of social change for the improvement of community life and of social functioning; providing services and strengthening existing institutional processes, if not creating new ones, not only in order to cope with the disadvantages of urbanization and to prevent dysfunctions but also, to develop positive urbanization processes in the wake of or as alternatives to, migration. Land reform may be regarded as an agricultural or economic measure. But it may become an object of developmental social welfare in that people are brought together and called upon to adopt a different pattern of land use and ownership, and, consequently, better or different social relations and functioning must be evolved in the management of land and in the share of its produce. Such tasks, however, may involve a variety of disciplines and professions and make it necessary for developmental social welfare to be intersectoral in its planning and execution.

Since manpower policies for social welfare are a part of social welfare planning, it may be useful to mention here that planning for developmental social welfare could be done with one of the following approaches: (a) an analysis of the national community system with the emphasis on planning social welfare for national development; (b) an analysis of selected social problems or needs identified as presenting by far the greatest barriers to development with an emphasis on selected strategies for social welfare in the context of national development; (c) an analysis of existing social welfare programmes and emphasis on making such programmes more developmental in scope and impact; planning for future programmes, according to available resources, in order to contribute to national development goals.

The new approaches to social welfare training reviewed and discussed in this survey may be considered as a reflection of the emerging trends in the implementation of social welfare. It must be emphasized, however, that while such trends are apparent, they do not necessarily represent the commencement of a completely new era for social welfare. The present developments are, no doubt, a continuation in the evolution of social welfare, in response to new situations. There will be continued investments in the preventive and the remedial, to which the developmental approach may gradually be applied, as more personnel and resources become available and as the attitudes of the professions evolve and they attempt to come nearer to the realization of the socioeconomic goals of national development.

Prerequisites for a manpower policy for social welfare

The data presented in chapter I may be considered as illustrations of various aspects of a manpower policy for social welfare which have also featured in current literature 2/ on the subject. Assuming that there already is a general policy for social welfare with defined objectives and strategies for implementation, some of the important prerequisites for a manpower policy may be identified as: (i) existence of a general manpower policy; (ii) assessment of the social welfare system; (iii) acceptance of social work as a profession; and (iv) existence of supportive interrelated activities essential to a manpower system. A short elaboration of each of these four points seems appropriate.

(i) Existence of a general manpower policy. A manpower policy for social welfare can only exist in the context of a wider policy for the utilization of a nation's manpower. In many developed countries such a policy is implied in the allocations for the different sectors. The politically and industrially older nations have developed such extremely complex bureaucratic systems that their programme allocations may have more implications on the development of a general manpower policy than any over-all formulation embracing all sectors. In a number of developing countries, where the political framework is still being built, it may

2/ See among others: Arnulf M. Pins, "Social work education and social welfare manpower. The United States Picture", International Social Work, vol. IX, No. 1, January 1966, pp. 6-11. United Nations Expert Group on Manpower Needs in the Social Welfare Field and Implications for Training Programmes (Denmark), 1969, (SOA/ESDP/1969/2). Werner Boehm, "Manpower planning in social welfare". Journal of Social Work Education, (New York 1970), pp. 11-20. "Meeting the Social Welfare Manpower Needs", International Conference on Social Welfare, Tokyo Seminar Proceedings, (Bombay), 1967.

be easier to formulate an over-all manpower policy. In either case, a consideration of the nation's manpower potentials must necessarily be the context in which a manpower policy for social welfare could be further elaborated.

(ii) Assessment of the social welfare system. A manpower policy has to be based on the study of the system existing, or in the course of development in the country. Social welfare roles and functions will have to be analysed and the number and type of personnel needed for the various functions will have to be estimated in terms of both present and future needs. There are many difficulties involved in such a study apart from the statistical computations and projections, as reported in chapter I. A thorough understanding of social welfare's dynamic contribution towards development is necessary, particularly in the light of changing concepts and realities, though current assessments of social welfare priorities or tasks may not reflect developmental functions.

(iii) Acceptance of social work as a profession. However important it may be to develop a new discipline or a methodology to implement the goals and objectives of social welfare, this would have to be done within the framework of the local cultural and socio-economic system. The institution of a profession for human service, whether it is social work or related to it, must be relevant to developing local conditions. While as a profession social work has basic characteristics which supersede time and place, its techniques and fields of application must necessarily be localized.

(iv) Existence of supportive interrelated activities essential to a manpower system. Defining social welfare, planning for it, research, delivery of service and training for social welfare are four major interrelated activities which must help to shape a manpower policy. There has to be a definition of social welfare and a plan for it before manpower could be assigned to implement the welfare programme. Research is a major instrument for the analysis of social welfare and for a social welfare plan. The way in which social services are delivered or should be delivered, will affect the nature of the plan for social welfare. Finally, the way personnel are trained and made available for manning the welfare system will determine how they could be utilized for implementing a manpower policy. These four interrelated, supportive activities together with the other requisites already outlined are vital for the formulation of a manpower policy.

Manpower planning and implementation

From a study of the data received in response to this survey and from a review of related literature, it would seem that, ideally, the planning and implementation of a manpower policy for social welfare would consist of the following four stages:

(a) A plan based on an analysis of the existing social welfare system, for the mobilization of training resources and the provision of linkages among the various levels of training;

(b) Formulation of policies for allocation of training resources, taking into account the academic or operational levels and types of training programmes that should be given priority in the light of national development goals for a specified period.

(c) Formulation of appropriate recruitment policies and ensuring standards of admission to meet national needs. (For instance, more men or more women needed for certain tasks; more personnel for certain local areas, more personnel for certain levels or functions.)

(d) Ensuring through proper recruiting procedures, promotion and financial inducements, and satisfactory working conditions, that a majority, if not all of those trained, will man the social welfare system.

(e) Provision of a sound training programme which comprises: (i) theoretical learning inclusive of practice; (ii) practical learning inclusive of theory; (iii) curriculum development in consonance with national needs; (iv) the development of needed faculty and other related personnel essential for learning.

Structural arrangements for training

Recruiting procedures

Recruiting procedures exercise an important control both on the quality and on the quantity of manpower for social welfare. The findings reported in this connexion refer particularly to recruiting for local needs or minority needs and to recruiting men or women, according to the needs of a given situation.

(a) Attention is now paid to localized recruitment, after years of catering only for the large urban centres. A planned recruitment to ensure that trained personnel will work in areas where they are most needed, calls for local structuring of training centres, local partnerships in planning and carrying out recruitment, a local curriculum orientation and the selection of trainees interested in serving local communities. In the case of developing countries, certain important safeguards appear to be necessary. On the one hand, while training may be localized, it need not become less professional; in fact, even in non-professional training there must be some professional elements to facilitate advancement to higher levels of training practice. On the other hand, such training must not only provide skills for coping with current needs but also for contributing to change by providing a more satisfactory response to needs. Could such a focus be reconciled with a professional orientation if not a professional core of knowledge, attitude and skills necessary for higher levels? In an earlier United Nations publication on Training for Family and Child Welfare, such an approach has already been emphasized. 3/ The findings discussed under diversification of training point to the increasing opportunities for career development.

Another issue that must be raised here is the dilemma between recruiting for local needs and the right of personnel to move into more urbanized or other areas in pursuance of professional and other interests. Certain built-in provisions in conditions of employment are, no doubt, necessary, to ensure a person's service for a reasonable period of time, but there should also be provisions for career alternatives and further professional development.

3/ A Handbook of Training for Family and Child Welfare (United Nations publication, Sales No.: E.69.IV.1), p. 23.

(b) There is no question that special ad hoc measures need to be adopted in order to redress unsatisfactory situations that have been neglected for too long, and to plan for preventing their occurence in the future. This preoccupation has led to recruitment from minority groups. One of the examples cited with reference to recruitment indicates the scrupulous attention paid to ensuring desirable standards even though certain concessions may be made in recruiting from neglected minority groups. On the other hand, it may reasonably be asked whether these good standards are always relevant. Should the minority group be made to follow the existing standards or should these standards be thoroughly revised in the light of current and emerging needs? A variety of alternatives should be examined when recruiting in minority groups.

(c) The special recruitment of men or women has always been in response to particular programme needs. In certain cases the growth of the programme itself and its success has depended on such planned recruitment. The problem is now being felt even among developed countries, in welfare programmes where the early preponderance of women has still not changed in spite of the need for more men in particular regions. Programme needs and employment opportunities, more than anything else, will determine the practice of such recruitment policies.

Regional training centres

Regional training, whether within a country to serve domestic needs or organized interregionally to serve countries within a larger region, could be both economical in the use of resources as well as professionally enriching. It has definite advantages for both the developing and developed parts of the world. Such training is most useful when common training needs and special features which one unit could contribute to the others have been identified and when the necessary related structures have been established and the areas defined for the regional experience to be followed up by localized or in-service training and for further advanced training.

The practice of sending students to countries outside the region must be contingent on the training needs and resources within the region. While this practice will be necessary for certain specialized and advanced programmes the number of students going abroad will become smaller as a result of the leadership and resources of intraregional and interregional training centres. Most foreign schools are hardly equipped to cater for students from the developing countries at a sustained level and with the appropriate focus. There are some recent exceptions to this however owing to the increasing attempts to understand the needs of the developing world. Such attempts necessarily involve collaboration between the developed and the developing countries concerned.

Training for different levels of practice

(a) The expansion of social work education at all levels has compelled all levels of practice to sharpen their focus and broaden their scope. Some confusion will no doubt prevail where careful analysis of curriculum and practice has not been made. It would be most important to identify the core of the curriculum at all professional levels of training and practice and to define the differences and the links between them. This is not to say that all training must be professional, yet the career ladder has to be within the reach of those wishing further professional development.

(b) The various attempts at a differential use of manpower seem to indicate the need for restructuring service agencies so that they respond to problems differentially. Thus, an agency may conceivably consist in the near future of teams of personnel representing different expertise at various levels. After review by the team, problems may be referred to the responsible team members for intervention. In some countries such a development may already have begun. An example is the concentration of multiple services in some of the United States anti-poverty agencies. It is also met in some community development situations in developing countries. There is no indication yet in urban agency structuring that team intervention is prevalent or that it could easily develop. However, family planning, urban development and housing programmes do foster such approaches.

(c) The involvement of higher institutions of learning in the training of volunteers and of indigenous workers, and in in-service training has proved to be an enriching experience for the university as well as for the collaborating local communities or agencies. Some interesting and desirable side effects may accrue from this participation even at the risk of mutual criticism. It could, on the contrary, be more helpful than harmful if it is made in the framework of clearly defined goals and areas of co-operation and in a sincere effort to serve. Such an extension of the university's function and purpose would also contribute to diminishing the gap between theory and practice.

(d) Similarly, the collaborative use of resources among universities, both in supplementing or in complementing one another's training programmes, brings about a healthy interprofessional and interdisciplinary co-operation, to the advantage of the social welfare personnel trained under these auspices.

Increased facilities for training

The demand for trained manpower in social welfare has resulted in a flexibility in the training system. While this is not a common trend, it indicates a responsiveness to urgent needs. Care has to be taken that measures which are meant to meet quantitative needs do not affect the quality of training adversely. It is for this reason that ad hoc arrangements need strictly to be regarded as such, unless it is proved that they could in fact achieve a better quality than the regular programme. Such a possibility should not be ruled out.

On the other hand, provisions for retraining would be needed as a regular feature of the training system, based on a study of those who leave the social work profession. Apparently, such a need has not yet been felt in the developing countries, where trained manpower cannot yet be absorbed by adequate employment opportunities.

The role of students

Student participation in the evaluation and reformulation of training policies, goals, content and in actual teaching responsibilities is increasingly regarded as a permanent feature of the training system. In several cases students have proved to be a valuable resource for improving the quality of training. Though reports to the contrary have not been received, it is certain that not every such instance of participation will be of practical benefit or relevance to the school's

purpose. Well-defined goals and appropriate relationships could offer students the opportunity to play a significant part in the development of the school's programme, in their own right as consumers who are concerned about future professional responsibilities. It is noteworthy that the questioning of philosophies and goals of education by students has been observed in Europe, Latin America and Northern America. Nothing as significant has been reported from Africa and Asia.

Field practice

Until recently there has been a dichotomy between the teaching of methods and practice in the field by "field instructors", on the one hand and the teaching of theory and concepts by regular and more fully qualified higher-ranking instructors in the classroom on the other. This dichotomy is now disappearing in the face of the realization that theory and practice ought to be integrated at every stage of learning, that the total classroom experience must be reflected in the field and that teachers in both areas, are important and must have equal status, as far as possible.

Such a change in attitude also promotes intervention in responding to changing needs and problems. It also emphasizes the fact that social work is constantly changing and growing. To be an effective profession it has to be dynamic in its thinking and approach to problems. There is always a wide scope for experimentation and evaluation of results. Field practice serves teaching goals and could also serve the public and the agencies. While this is not its primary purpose, there is no reason why both should not be attempted, wherever possible. This is particularly true of the developing countries if the students are to have the experience of working under agency auspices.

Indigenous resources

(a) It is important that more and more schools of the developing world have begun to train their own teaching resources in the light of local conditions. This requires ingenuity and a high degree of professional skill in identifying and ranking the content of teaching in a sequential learning process. Close co-operation between classroom and field is necessary for the selection of potentially good teaching resources. Seminars or study groups in which learning situations are compared and reassessed, provide a useful critical function, after an initial selection of materials has been made by qualified personnel.

With more and more countries developing their own language medium of instruction, there is an increasing demand for such teaching personnel. As professional education cannot be imparted through any one set of materials alone, there is a continuous need for the production of indigenous teaching resources. It may be an extremely expensive item on the budget of the training system and international assistance could be fruitfully deployed here. This is one of the reasons for the establishment of regional training centres.

Priority should be given to the availability of international publications and journals in order to enrich local learning, to correct perspectives and to stimulate the sharing of experience. It would be necessary to translate such materials into the local language.

(b) Teaching through such aids as television and radio, has a very strong impact. Caution is therefore necessary when using these media in order not to create erroneous impressions. It is particularly easy to stress certain types of situations or methods more than others and this ease may prove detrimental to social work if facile impressions are given of its functions instead of insisting on its fundamental roles. The use of such teaching media is expensive and care has to be taken that such expense is justified by presenting a true picture of the field of social welfare and of the functions of the social work profession.

(c) There is no end to the variety of teaching methods that a good teaching environment could generate. What is current or usual is not, necessarily, the most effective teaching method. A good teaching method must be a disciplined attempt to convey in an interesting and effective manner any set of knowledge, values, attitudes and skills. Thus, while role playing or sensitivity training may be excellent in themselves they may be thoroughly unsuited for different cultures, different stages of maturity of the learning group or for situations with given time-limits.

(d) It is interesting to note that the teaching of social work by correspondence is only undertaken as a complement or supplement to a regular personal experience of direct teaching. The need for more personnel gives rise to new solutions, governed, however, by a real understanding of the potentials and limitations of the task to be performed.

Training of trainers

It is rather surprising that this task has not been given, until now, the importance it has been increasingly assuming. Very few professions pay due attention to the formal preparation of personnel for teaching and social work seems to have been effected by this trend. The training of such key individuals as social work educators cannot only be left to socialization through professional colleagues. In view of the task to be performed in the coming years, educators need more than short-term courses unless these are parts of an integrated programme with well-determined objectives. They need particularly to have a philosophy of social welfare and social work practice in changing situations that demand sensible innovations, both at the micro and macro levels.

Given the changing nature of social work practice, should not the education of social work teachers be an important item in the social welfare system? This is a question to which regional centres should address themselves. Reference has previously been made to planning, administration, research and training as the main components of professional growth. The training of trainers has to be regarded as an important additional sector of training and its interdisciplinary or interprofessional aspects deserve increasing attention.

Reformulation of curriculum objectives

In the following paragraphs, it is endeavoured to describe briefly the major characteristics of intervention in the field of social welfare, as reflected in the different attempts at curriculum reorganization. They follow the more thorough discussion in section B of chapter III.

Goals and objectives of intervention

As described earlier in this chapter under manpower policy, the objectives are more developmental rather than specifically preventive or remedial, though the latter are not necessarily excluded.

Methods of intervention

Major changes or meeting basic needs cannot be effected without involving the various sectors concerned. Intervention methods therefore, have to be intersectoral. As knowledge and skills from different areas will be needed, an interdisciplinary approach is adopted. Finally, such an approach involving the different sectors and disciplines is possible only when workers collaborate as members of a team.

Implemenation levels

These developmental methods are applied at the level of policy making, of planning and of implementation. Moreover, a team approach of an intersectoral and interdisciplinary nature, is used.

Intervention strategy

This will depend on the area defined for intervention. Where problems have to be met at the level of the community, as a whole (local, regional or national) a comprehensive over-all strategy should be adopted covering a wide range of needs and problems. Where one or more important problems have been identified for attention, the strategy will still be comprehensive but will be confined to a limited network of needs or problems. This is a selected problems approach. Finally, there is the task of improving what already exists, or making existing remedial programmes as developmental as possible by reordering of existing resources, or a reallocation of functions.

Implications for training

(a) The resources for developmental intervention would more easily be found in the milieu of a university where several disciplines are represented. (One such example was given by the United States). It should be remembered, however, that the needs of the community are best understood while working in the field. Thus, whether training is conducted in a university or in other institutions, there should be close co-operation between sectors, disciplines and professions in organizing and structuring training programmes.

(b) The curriculum must integrate the different approaches and not simply synthesize them. No doubt, a certain amount of basic knowledge and skills will be a synthesis of the different elements that comprise developmental social welfare. However, a different kind of integration will be necessary for interdisciplinary, intersectoral, or team functioning. This will involve a knowledge of the expertise which other members of the team may offer and provision of expertise by one member to another. In addition, the social worker may have, at times, to let the other members of the team operate without his intervention.

It becomes a challenge for educators to provide the necessary experience both in theoretical and in field learning, through team teaching or team preparation.

(c) It would seem that as long as sessions are of short duration and well planned with regard to objectives, content and methods, interprofessional training could be an important component of training for developmental social welfare.

Team functioning, as discussed here, will best be achieved through an interdisciplinary planning and preparation of the curriculum. Team presentations would be important though not the sole method of instruction in such a curriculum in order to provide the trainees with the ability to analyse as members of a team and to intervene accordingly while maintaining their approaches as social workers.

It is also important to consider here the fact that the social worker will not be the only professional working in the field of social welfare. Home economists, doctors, agricultural and adult education workers and many others may be participating in social work either in a primary or in supportive or complementary capacity. This fact should be taken into consideration in the theory and practice of social work for developmental social welfare.

Implications for international assistance

Following the report on new approaches in this survey, some suggestions may be made in terms of future developments and assistance. It would seem that consultants or technical experts for such tasks as social welfare planning, administration of social welfare services, or training personnel for social work and social welfare in the context of national development, could offer timely and effective assistance in accelerating the processes of general development by paying particular attention to the following:

The planning and implementation of manpower policies for social welfare

(a) as an essential part of national development planning and where there are national development programmes;

(b) where social welfare planning is in operation or is recognized as a need;

(c) where there is a scheme for the training of social welfare personnel or where such a need has been recognized; in this connexion, an integrated plan

for training, covering all levels and types of programmes for a locality, region or country within a given or possible system of resources, or failing this, as comprehensive a plan as possible, should be given important consideration.

The use and development of resources with a view to implementing manpower policies for the training of social welfare personnel

(a) by organizing international regional centres for training of key personnel, in relation to special needs of countries in the region, including social work educators and the development of indigenous teaching methods and resources, and the integration of theory and practice for different levels of training;

(b) by developing centralized training with due recognition of local needs in countries where it is important to organize such centres;

(c) by setting up resources on a basis of collaboration, both inside developing countries and between them and also between developed and developing countries, in order to meet needs as economically as possible.

Curriculum planning for developmental social welfare

(a) with particular attention to training for interprofessional or team work, involving intersectoral and interdisciplinary approaches to social change and to the resolution of social problems and needs;

(b) with equal attention to teaching resources and structures for training with a view to promoting processes characteristic of developmental social welfare;

(c) recognizing the need to train faculty and related personnel to develop and teach an appropriate and relevant curriculum.

Research, study and seminars

(a) it is suggested that research, study and seminars be conducted in relation to the needs mentioned in the preceding paragraph;

(b) it is also suggested that it would be useful and timely if the next survey of training for social welfare is a study in depth of the implications of developmental social welfare for training of personnel could be conducted in selected developing and developed countries. Very naturally, the subject of the different aspects of interdisciplinary training, including intersectoral and team functioning would be subjected to detailed examination regarding its practicability and relevance. As reported in this survey, there are some countries which seem to have developed programmes that would merit such a study; it would have great practical value since, in order to cope with the problems of national development, social welfare has an important role to play in furthering change. New ways of social work intervention and training have to be adopted to help achieve national purposes and to satisfy the national community. An in-depth study of some of the innovations reported would have great value in clarifying the nature of such new approaches and the principles to be followed in the interest of economy and efficacy.

It would also be important to learn about conditions that are most conducive to the development of manpower policies and about the methods of implementation and their applicability in the developing countries.

Manpower for social welfare in the developing and the developed regions

Though the findings reported in this survey may not be spectacular, particularly in terms of quantity, they do however indicate some significant developments, however recent and in the very early phases of growth in the field of social welfare.

These findings may seem disappointing or surprising to those who expect striking differences among countries in the concept of social welfare, in social work methodology and in training, because of the differences between the developing and the developed countries and of the need for more appropriate means of dealing with social change and with current social problems. In order to appreciate the nature of the innovations reported, it may be useful here to consider briefly some of the differences between the two types of countries.

Some characteristics of the developing and developed countries relevant to social welfare.

If there is one factor that predominantly distinguishes the developing world from the developed it is that of the large numbers and high rate of population growth. In 1950, the population in Africa, Asia and Latin America was estimated at 222, 1,381 and 163 millions respectively. In 1968, it was 336, 1,946 and 267 millions respectively. In contrast the population for Europe, North America and the USSR was estimated at 392, 218 and 180 millions respectively in 1950 and at 455, 309 and 238 millions respectively in 1968. The developing world has 66 per cent of the world's population and the developed world 34 per cent. The rate of increase has been 2.4, 2.0 and 2.9 per cent for Africa, Asia and Latin America respectively between the years 1960-1968, and 0.8, 1.8 and 1.1 per cent for Europe, North America and the USSR respectively for the same period. 4/ It is no wonder that Lester B. Pearson wrote: "The acceleration of population growth is straining against the absorptive capacity of many societies and nullifying much of the development effort. In supplying such facilities as schools, hospitals, and urban housing, even a holding operation to keep standards from slipping is often difficult". 5/ The problem of a growing needy population, alone, is one that affects social welfare greatly.

Secondly, the population in the developing world lacks basic human needs. The total gross national product for the developing countries is only 12.5 per cent of the world total. 6/ Food and housing are not available at a

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4/ The figures in this and subsequent paragraphs have been taken from the Statistical Yearbook 1969 (United Nations publication, Sales No.: E/F 70.XVII.1).

5/ Lester B. Pearson, Partners in Development. Report of the Commission on International Development, New York, (Praeger Publications, 1969), p. 12-13.

6/ Ibid., p. 24.

satisfactory level for most people. Earning capacities are extremely low and the low per capita income makes it impossible for the majority to obtain satisfactory living conditions. "Unemployment and under employment have reached critical proportions in many developing countries and will probably grow worse in the 1970s. Out of one hundred children entering primary school in the developing countries, only thirty finish, and those who graduate from this or from higher levels of schooling frequently fail to find the employment they expect. Education is still far from making the contribution to modernization that it is capable of making." 7/

While such large population groups are in need of health, education and welfare services there is strong competition for other basic needs like food and shelter. With extremely tenuous budgets which are dependent on an unsatisfactory economy and on the generosity of the developed countries, situations like inadequate housing, low food production, unemployment and under employment, poverty, illiteracy, bad health and environmental conditions, etc. challenge politicians and development experts to find satisfactory solutions.

Thirdly, while such basic needs are seriously felt by the majority of the population in the developing world, another interesting and significant fact is that most of these people live in the rural areas. In Africa, Asia and South America 84, 82 and 63 per cent respectively live in "rural areas" (localities with less than 20,000 people) according to 1969 estimates. By contrast, the figures for Europe, North America and the USSR are 54, 38 and 58 per cent respectively for 1969. In these rural areas of the developing countries characterized by a subsistence agricultural economy, there are few facilities for meeting the socio-economic needs of the population. The best health, education and welfare services are concentrated in the cities, and so are the opportunities for economic and social advancement. In other words, in the developing countries a minority of the population enjoys the most advantageous resources, while the majority in the rural areas suffer from severe lack of basic needs.

Fourthly, most of the developing countries have either acquired political independence recently or are going through country-wide processes of modernization. Over sixty-six countries in Africa and Asia which acquired political independence since the founding of the United Nations in 1945, are no doubt affected by this process. 8/ Even though the countries in the Latin American region have been politically independent for a long time they may be regarded as going through the same processes of modernization if by this term we mean "the process of social change whereby less developed societies acquire characteristics common to more developed societies." 9/ or "the total transformation of a traditional or pre-modern society into the types of technology and associated social organization

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7/ Ibid., p. 13.

8/ See S.H. Steinberg and John Paxton, (eds), The Statesman's Yearbook 1969-1970, (London, Macmillan and Co. Ltd., 1969).

9/ See Daniel Lerner, "Modernization: Social aspects", International Encyclopaedia of Social Sciences, vol. 10 (New York, Crowell, Collier and Macmillan, 1968) pp. 386-394.

that characterize the advanced, economically prosperous and relatively politically stable nations of the Western World." 10/ Whether these countries have acquired political independence only recently or much earlier, in both groups the modernization process has meant the struggle to evolving new forms of political, economic, and social institutions in order to raise the standards of living and to meet the long neglected needs of a majority of the population with the accompanying tensions and frustrations which need to be understood and resolved. To some extent some aspects of modernization are synonymous with development which "involves profound changes in national behaviour and often creates threats to national unity and cohesion which may require strong appeals to each nation's unique historical experience. Economic organization, social policy and the mobilization of the will to break with the past will often require pragmatic policies appropriate to local circumstances ..." 11/

Finally, it should be stressed that in developing countries, though the social aspects of development are not denied at least in principle, the fact is that development is almost entirely concerned with economic production in order to sustain the masses at tolerable standards of living. In this context, social welfare has the responsibility of initiating strategies for ensuring the success of economic development, one of the goals of which is ultimately social progress. In the developed countries, social welfare is not, on the whole, very concerned with economic development, since the factors necessary for progressive economic development are largely and consistently present there. Moreover, these countries are not faced with the problems of large populations in rural areas, lack of basic needs, and modernization.

The slow response to changing needs

Considering the importance of these differences and the urgency of finding remedies, it appears that, on the whole, there has been a rather slow change from the earlier, almost wholesale acceptance of social work training, modeled after Western concepts and organized to serve the needs of marginal population groups in urban areas.

Generally, social welfare programmes in the developing countries have flourished in pockets of urban development. Their purpose is to prevent and remedy situations arising from migration to the cities, of people without adequate skills and resources to earn satisfactory wages and enjoy a satisfactory standard of living. The workers, the delinquent, the disorganized family and the physically, mentally or socially handicapped have been the main object of welfare programmes, and social work training has addressed itself to needs in these areas, following almost the same pattern as the West. The major differences between the two regions have been practically ignored until very recently.

Even where claims were made that local socio-cultural needs were being increasingly emphasized there was a tendency to mould such needs in a Western cast, both from the point of view of knowledge content and of a methodology of social work practice. Even currently, some attempts to refashion social work

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10/ Wilbert E. Moore, Social Change. Foundation of Modern Sociology Series (New Jersey, Prentice Hall, 1963), p. 89.

11/ Pearson, op. cit., p. 7.

training and practice in the developing countries, are only thinly related to the characteristics and needs of the local milieu. Problems pertaining to the difficult conditions in which expertise is sometimes offered and used have often been expressed by representatives of host countries. 12/

The reasons for the slow or inadequate response to social welfare needs in the developmental context on the part of those entrused with manpower policies or training of personnel, have already been discussed in earlier chapters, particularly in chapter I. It may be sufficient to repeat very briefly here that, in the case of the developing countries, this inadequacy or slowness is due to the fact that the concept of social work is still evolving and that it has not been adapted to the particular needs of a local milieu and also to the lack of resources and perhaps the lack of adequate professional leadership in keeping with the demands of the times. The same reasons may have a negative influence on the progress of social welfare in the developed countries. To these we may add the adverse effects of the rigidity of long established bureaucratic systems and ways of procedure that make the initiation and application of new approaches difficult. It is also necessary to keep in mind the limitations of the research procedures adopted in carrying out this survey which may also partly explain the lack of extensive data on innovations.

There are a number of other explanations. It is likely for example, that the full extent of the innovations is not given in this study, owing to several reasons. Social welfare tasks and training for such tasks may be undertaken at various levels by many more institutions or units in the different sectors than are immediately apparent; channels of communication or media may have as yet not been developed adequately enough to provide the necessary information or exchange of views even within the same administrative area; many of the respondents, under the impression that they had nothing very new to report, may have been inhibited to write about developments in their area. Lack of resources, particularly in the case of the developing countries, may have been responsible for the absence of an adequate presentation of interesting innovations that may have been taking place.

Notwithstanding the problems and shortcomings of the survey, there is no doubt about the importance of what has been reported and about its significance for manpower policies and training for social welfare, with respect to two major areas at least: the increasing commitment of social welfare at the national level and the change in emphasis from the remedial to the developmental. It was found that, in the developed countries, some aspects of manpower policies were dealt with by sector or in connexion with certain strategic programmes. In other cases, some of the supportive tasks related to manpower formulation and the incremental nature of several widespread manpower activities gave rise to significant developments in manpower policy, though not always formally articulated. Such activities had ultimately, a major impact, at the national level.

In developing countries manpower policies have become part of national policies. Though, owing to financial and other reasons, implementation and further development has often been impeded, a general climate has been created for the

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12/ See for example, David Macarov, Ali Akbar, Dattatreya V. Kulkarni, and Mordecai Wertheimer in "Consultants and consultees: the view from within" in Social Service Review, vol. 41 (Chicago, September 1967), pp. 283-297.

strategic role of social welfare in development and for the formulation of a manpower policy for social welfare which would take into account its intersectoral nature.

With respect to the changing emphasis from the remedial to the developmental, social welfare now assumes important tasks with respect to socio-economic integration, raising standards of living, economizing in the use of national resources, popular participation, and intersectoral approach to social development. In the developed countries the tendency towards the developmental has grown due to the increasing inadequacy of remedial programmes and the need for comprehensive strategies to raise the standards of living of deprived segments of the urban population. Even though these findings may not be so widely prevalent as to merit the term "trend" and even though much of the information reported has not been examined in depth, as they are still in the early stages of development, the innovations reported have implications for the future of social welfare manpower, for methods of social work intervention and for patterns of international assistance.

The responsibility of training institutions

It is apparent from the findings reviewed in chapter I, that manpower policies for social welfare have been more the concern of Governments than of the training institutions which develop manpower for social welfare. This is no doubt as it should be. However, there can be no denying the fact that schools or other bodies responsible in various ways for the development of manpower may have played some part in the formulation of such policies.

Firstly, it is an important social, professional and educational responsibility for schools to initiate actively and to influence Governments and other national bodies to formulate a social welfare manpower policy in the context of national plans of development. In many ways those concerned with training personnel should be involved in the development of national social welfare policies. Secondly, there should be an awareness of the important need for a social welfare manpower at the national level. The curriculum should be planned in relation to national needs. Areas of emphasis and the recruitment of students and faculty, the size and relationship of the different levels ranging from the non-professional, the undergraduate to the graduate and postgraduate, have to be considered in relation to national needs and to an economic use of resources. Ideally, the programme of every school should be helping to meet what in fact may be a real manpower need, whether this has been formulated at the national level or not. Thirdly, the study of manpower should be included in the curriculum in order to demonstrate the role of manpower in the implementation of social welfare goals. More particularly, social research, on the one hand and social welfare policy and services on the other, offer a more appropriate medium for the introduction of manpower study than other areas of the curriculum.

The role of training institutions in responding to the need for developmental social welfare

The participation of social welfare in development calls for an intersectoral approach which involves interdisciplinary training. There are several important tasks for those responsible for training per se, whether it pertains to policy making, planning, research, programme implementation or training.

Today, a vast amount of knowledge necessary for an understanding of social welfare is available. The problem is to select what is relevant and can be used in forging an interdisciplinary approach to problems concerning social welfare. This is not one man's task. The interdisciplinary approach to social welfare as discussed in section B of chapter III requires team work even in bringing together what is relevant and in using this knowledge in various ways according to different types of social work intervention. In this respect, the developed countries are in a position to command more resources than perhaps they are ready to use. In the developing countries, however, due to the lack of resources for research and to problems of communication, such interdisciplinary knowledge is theoretically slower to acquire and less extensive, though the material may exist. Whether it is a question of research, planning, policy making, programme implementation or training, such interdisciplinary co-operation is necessary at various levels and phases in the implementation of social welfare. Such an attitude must be part of a regular policy in all important decisions in relation to training. As a next step, interdisciplinary functioning should be promoted in all aspects of training, whether in the field, or in the classroom.

In reality, there is probably more interdisciplinary practice in training than has been recognized. Many social work positions, though they are not necessarily called so, involve interdisciplinary functioning whether at the planning, policy making, administrative or direct service levels. On the other hand, many social work functions may be diminishing in importance and effectiveness due to the absence of interdisciplinary work where this is hindered by a rigid bureaucracy or by the lack of necessary initiative and enterprise. Chapter III, B, records several instances to show that the emergence of interdisciplinary functioning presupposes the existence of several new developments the emergence of new areas of emphasis which have a strategic value for development programmes with strong intersectoral implications; the introduction of knowledge of social welfare and of social work methodology in other disciplines and areas of professional practice; the reorientation of remedial and preventive programmes to the developmental approach. Both the developing and the developed countries have reported significant examples of this, though few have been included in the report itself. Such interdisciplinary approaches must be taken into consideration in the development of social welfare manpower.

Co-operation between the developing and the developed countries

It is apparent from this review of developments that there exist in the two groups of countries certain distinctly complementary features which facilitate an interregional co-operation in order to meet the needs of manpower for social welfare in the context of national development.

While manpower policies have generally been included in national plans in the developing countries, various aspects of such policies are in the process of being implemented in the developed countries. While the developmental, intersectoral and interdisciplinary approaches to social welfare and social work practice are actually being implemented in various ways in a few developing countries, the developed countries have organized relevant bodies of knowledge and and are working on conceptual frameworks which may facilitate the practice of developmental social welfare and the interdisciplinary approach.

In the developing countries, changes in training for social welfare have largely been brought about in response to pressures arising from adverse conditions affecting the country as a whole. In developed countries, however, the impetus for change has been provided by the recognition of problems affecting deprived sectors of the urban population. Innovations in the two groups of countries, have been reflected in the various attempts at manpower policy formulation and in the curricula of educational institutions as indicated in the earlier chapters.

There is no doubt that there is a valid complementary role to be played both by the developing and by the developed countries in answering the challenge of national development, in this case, through the strategies appropriate to social welfare and the corresponding practice of social work. International assistance through the United Nations or other organizations and patterns of co-operation must take these facts into consideration in ensuring that the complementary assistance potentials of co-operating nations could be fulfilled for the mutual benefit of the developing and of the developed countaies. The role that the developed countaies are playing and what they could still do, has been recognized. What is more important perhaps and necessary at the present time, is to stress the necessity of a joint enterprise of the developing and the developed countries that will be mutually gratifying, in the context of the Second Development Decade.

EXPLANATION OF TERMS USED

The terms as used in this report are generally explained in the course of the text. Some of the more commonly used terms are listed here with an explanation of their usage for convenient reference where it is not easily apparent in a particular context.

Social welfare. Social services and enabling processes for the promotion of personal welfare aimed at better social functioning and social relationships at individual, group, community, institutional, or societal levels. As used here health, or formal educational services are excluded from the scope of this study.

Social welfare functions. The different activities carried out by persons engaged in the field of social welfare.

Social welfare's functions. The functions or role expectations of social welfare regarded as an institution in society.

Social welfare personnel. Personnel engaged in carrying out the various activities in this field. They may or may not include persons with formal social work training.

Social work. A professional methodology of operating in the field of social welfare in helping people to satisfy their social needs guided by a discipline based mainly on a body of knowledge, methods and philosophy derived from the social and other sciences and supported by educationally recognized programmes of training and research in social development. In this sense other service personnel whether in the fields of housing, health, education or community development, etc. are also considered as engaging in social work when in fact this is being done.

Social work personnel. Personnel carrying out professional social work activities as distinguished from social welfare activities. In this sense while all social work personnel are also social welfare personnel not all social welfare personnel are necessarily social work personnel.

Social work aides or auxiliaries. Workers employed to assist professional social workers. These aides may or may not have professional training.

Indigenous worker. Workers recruited from local communities to serve their own communities. They are not considered as professional workers though some professional elements may constitute part of their training. They may or may not be paid workers.

Intermediate level. The level of social welfare practice between an administrative level at a higher policy, planning supervisory or executive level, and direct service in the field. It generally involves supervisory functions.

Undergraduate level. Education equivalent to the bachelor's degree programme of 3-4 years duration following completion of senior secondary school or high school education.

Graduate. Master's level following the undergraduate degree.

Generic social work method. A basic methodology for social work practice, not involving specialization.

Integrated social work method. A method for social work practice which consists in a combination of the traditional methods.

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